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ABSTRACT

This publication analyzes governing and policy documents for student publications from various types of colleges and universities and discusses organizational arrangements and strengths and weaknesses of the documents' various approaches. The eight chapters deal with (1) governance and varied approaches to student publications, (2) legal and philosophical bases for governance, (3) practical aspects of governance, (4) boards of student publications, (5) the governing document, (6) staff and operations manuals, (7) general guidelines for student publications and publications boards, and (8) sample governing documents. An appendix includes a checklist for constructing a governing document and lists typical elements of such documents. (AEA)

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Governing College Student Publications

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Contents

Foreword ix

Preface xi

1. Governance and Varied Approaches to Student Publication 1
Varied Approaches 3
    Student Activity 4
    Journalism Laboratory or Practicum 4
    Auxiliary Enterprise 5
    Independent Operation 6

2. Legal and Philosophical Bases for Governance 7
Ultimate Authority 7
Fictitious or Illusory Authority 8
    Control through Funding 9
    "Publisher" 10
Public and Private Colleges 10

3. Practical Aspects of Governance 13
Tradition and Unwritten Governance Procedures 13
Laboratory Publications and Practicum Credit Operations 14
The Board of Student Publications 15
Role of the Administration 16
Newspapers 17
Yearbooks 18
Magazines 19
Other Publications 20

4. Boards of Student Publications 22
Responsibilities and Authority of the Board 22
Board Membership 25
    Undergraduate Students 26
    Graduate Students 26
    Administrative Representatives 26

Lay Faculty Representatives 27
Expert Faculty Representatives 27
Editors of Publications 28
Alumni, Community, or Professional Representatives 30
Ex officio Appointments 31
Board Size 31
Board Selection 33
Board Composition 34
Frequency of Meetings 36

5. The Governing Document 39
Preamble 39
Freedom of the Press Statement 40
Purposes of the Publication(s) Statement 41
Role of the Administration or Its Designee 42
Role of the Adviser 43
Editor's Authority and Responsibility 46
Selection of the Editor and Staff 47
Removal of Editor and Staff 48
Board Chair 49
Incorporated Publications 51
"Unofficial" Student Publications 52

6. Staff and Operations Manuals 54
Editorial Operations Guidelines 54
Business Operations Guidelines 55
Advertising Operations Guidelines 56

7. General Guidelines for Student Publications and Publications Boards 58
Student Publications Programs 58
From *The College and University Campus Student Press* 58
Prohibition of Censorship 60
Tufts University Statement 60
Rights and Freedom of Students 62
Joint Statement on Rights and Freedoms of Students 62
Further Newspaper Guidelines 64
From *The Student Press: Guidelines for College Administrators* 64
Summarizing Guidelines for Publications Boards 65

8. Sample Governing Documents 69

Public University Documents 69

University of Oklahoma 69

Austin Peay State University 81

Ohio University 84

University of Kansas 86

Private University Documents 89

Pacific Lutheran University 89

McPherson College 96

Wartburg College 98

General Governing Statements 106

Merced College 106

Valencia Community College 109

Incorporated Publication Document 110

Daily Californian 111

Conclusion 114

References 115

Appendix 116

Checklist for Constructing a Governing Document 116

Typical Elements of Governing Documents 117

Cooperating Institutions 121

Index 122

Foreword

The Educational Resources Information Center (ERIC) is a national information system developed by the U.S. Office of Education and now sponsored by the National Institute of Education (NIE). It provides ready access to descriptions of exemplary programs, research and development efforts, and related information useful in developing more effective educational programs.

Through its network of specialized centers or clearinghouses, each of which is responsible for a particular educational area, ERIC acquires, evaluates, abstracts, and indexes current significant information and lists this information in its reference publications.

ERIC/RCS, the ERIC Clearinghouse on Reading and Communication Skills, disseminates educational information related to research, instruction, and personnel preparation at all levels and in all institutions. The scope of interest of the Clearinghouse includes relevant research reports, literature reviews, curriculum guides and descriptions, conference papers, project or program reviews, and other print materials related to all aspects of reading, English, educational journalism, and speech communication.

The ERIC system has already made available—through the ERIC Document Reproduction System—much informative data. However, if the findings of specific educational research are to be intelligible to teachers and applicable to teaching, considerable bodies of data must be reevaluated, focused, translated, and molded into an essentially different context. Rather than resting at the point of making research reports readily accessible, NIE has directed the separate clearinghouses to work with professional organizations in developing information analysis papers in specific areas within the scope of the clearinghouses.

ERIC is pleased to cooperate with the National Council of College Publications Advisers and the Society for Collegiate Journalists in making *Governing College Student Publications* available.

Bernard O'Donnell
Director, ERIC/RCS

Preface

Interest in governing structures for college student publications has risen greatly in recent years as more student press cases have been litigated and greater emphasis on due process for students has prompted colleges and universities to codify more of their operations. Several colleges have found that the "rules" they were enforcing did not exist in writing, and others with student publications committees or boards have decided to revise their governing arrangements.

Discussions about this monograph began several years ago at a 1975 meeting of the National Council of College Publications Advisers (NCCPA), where structures for governing student publications was one of the topics proposed for a series of monographs. At the 1977 national convention of the Society for Collegiate Journalists (SCJ), it was reported that the most frequent request received at national headquarters was for constitutions and bylaws to govern college student publications. That convention directed the national officers to produce such a publication. Arrangements were worked out for joint sponsorship by NCCPA and SCJ with participation and support of the ERIC Clearinghouse on Reading and Communication Skills.

For this project, examples of governing documents and structures for college student publications were collected from cooperative institutions of all types around the country. Typical, significant points in these documents were then analyzed. This resulting monograph by no means represents an exhaustive study. It is presented for illustrative purposes only. It reflects the knowledge and thinking of the writer rather than the qualitative and quantitative results of the survey.

Throughout this work, the basic premise has been that there is no single or best way to organize, operate, and govern publications. Each college or university must devise its own governing structure based upon legal and ethical principles and the unique situation of its own campus.

Appreciation is extended to all the institutions that provided their governing documents for use or otherwise cooperated in this project. They are listed following the text.

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1 Governance and Varied Approaches to Student Publications

Student publications are an important part of campus life at most colleges and universities. The student newspaper reports news, carries campus opinion and discussion, usually publishes advertising of interest to students and faculty, and helps to maintain a sense of community. The student yearbook reports highlights and other aspects of the year through photographs and articles and is usually the only book published about that year on a given campus. Student magazines are even more varied. Some are strictly literary and artistic, publishing poetry, fiction, drawings, and photos of sculpture. Others publish nonfiction magazine articles with photos on a wide variety of subjects of interest to students and, in some cases, the community or region surrounding the campus.

Other publications also involve student participation. The student handbook often is written and edited by a student staff, as are athletic programs, student government publications, freshman registers, senior classbooks, and programs for special events, such as Homecoming, International Week, Religious Awareness Week, Handicapped Awareness Week, musical productions, and athletic championships.

All of these publications are governed to some extent by tradition or prior practice, by institutional policy, or by governing documents. Governing usually implies a framework that attempts to assure an orderly process in selecting the persons who will head the publications and, if it becomes necessary, in removing those persons. It does not necessarily mean the establishment of standards for editors, advertising managers, and other publications personnel. Specific standards belong in policy and procedures statements because, both legally and ethically, once an editor is appointed, he or she is expected to set and maintain appropriate standards of performance for the publication and its staff members.

11

Governing, in this monograph, also means the mechanism for selecting top staff members, reviewing editorial quality and advertising quality, and overseeing the financing, policy, and procedures of the publication. Governing does not mean the day-to-day operation of the publication, the routine handling of news coverage and financial transactions, the signing on or dismissing of a reporter, or the processing of student employment time sheets. Governing may affect all of these operations through the appointment of an editor or business manager or the establishment of a payroll policy, but it does not perform them.

Governing can be accomplished periodically, such as once or twice a month, much as an institution's board of trustees can govern the college or university by meeting several times a year. Just as governing is not day-to-day operation, it should not interfere with day-to-day operation nor create the impression that people with complaints, questions, or other interests in day-to-day operation should bring these to the governing body rather than to the people who operate the publication. This does not mean that the governing body should not be informed or take the initiative to keep in touch with operations; however, it should not place itself between the campus community and the editors and other staff members of the publication.

Governing, then, is at a level above the daily or routine operations and is accomplished on a periodic schedule of meetings by the governing body. The governing body usually derives its authority from a higher authority, such as the president of the college or university or its board of trustees. In turn, it delegates the responsibility and authority for operation to editors and staff members, usually through its charter or a governing document approved by the president or governing board of the institution.

The publications governing board often establishes or approves policy and procedures for operation of the publication. *Policy* is a plan or course of action conforming to prudence, expediency, or practical wisdom. Statements of policy usually are guides to action in recurring situations or those similar to others that have been resolved previously. An element of judgment usually is involved in carrying out policy. For example, a publication may have a policy against accepting advertising that contains attacks of a personal, sexist, racial, or religious nature. Someone on the advertising staff obviously will have to judge whether an ad contains such an attack.

Procedure is a particular course or mode of action—what to do in a specific case. For example, a directive that all cash receipts of the publication will be deposited with the university's business office by 4 p.m. each day is a procedure. Because vast differences in procedure exist from campus to campus and from publication to publication, this monograph cannot deal with procedure. In some discussions, however, it will touch upon policy.

Publications can go on for years without a written governing document or policy statement; then a crisis or unpleasant situation unexpectedly arises, and there is no framework for dealing with it. Factions cannot agree upon a procedure, common sense is inadequate, and an administrative fiat is not accepted by some of the people involved. A written statement is no guarantee of smooth operation, but it does state who is empowered to do what and how they are expected to carry out their duties, thus providing the mechanism for dealing with problems as they arise. *Any publication that expects to continue operation should have a written governing document, no matter how brief and simple or how long and complex it may be.*

Varied Approaches

Numerous ways of organizing, governing, and operating student publications on college campuses have been attempted, and it is clear that no single model can be prescribed. Each college has its distinct characteristics and each must analyze them to determine the most effective approach. The characteristics that interact to determine the different ways a publication may be governed on different campuses include philosophy, size, complexity of operation, tradition, existence or absence of an academic journalism program, availability of expert advisers, facilities, level of funding, advertising potential of the market, affluence of students and their interest in publications. As the years pass and these characteristics change, a review and modification of the governing system will probably be inevitable.

The descriptions, discussions, and analyses that follow are aimed at helping an institution, perhaps through a study committee or task force, to analyze its campus situation and choose the components that may go together to form a workable document for its campus. The principal ways to organize student publications are as a student activity, as a journalism laboratory, as a practicum for academic credit, as an auxiliary enterprise, or as an independent operation.

Student Activity

Many institutions have placed their student publications under the student activities operation, where editors may be chosen by a student activities board or committee. These same boards or committees also determine funding levels. Thus, the publications often have to compete for available funds with other student activities, such as artists and lecture series, student government, homecoming, and other special celebrations. On many campuses where, ostensibly, the journalism program is tied in with the publications, they are administratively attached to the dean of students office but housed in journalism facilities and advised by someone with a journalism background.

College editors and advisers often believe that because they serve the entire campus regularly and their activity is protected by the First Amendment, their publications are more than ordinary student activities and should be separated from all other student activities in organizational structure. Sometimes publications, especially the newspaper, are separated from other student activities because they require so much attention that the governing committee or board cannot devote enough time to the other student activities or because they benefit more from a board of experts than from a board of lay members.

Frequently the student government has control over student activities and is permitted to control funding of publications. It may also select the editor or have a substantial voice in the selection of the editor. Student government control of publications tends to force the publications into political expediency, violating the principle of separation of government and the press in the United States. This principle should extend to the college campus and its student government and student press.

Journalism Laboratory or Practicum

Some colleges organize their publications as teaching tools for journalism students. Students may work on the newspaper as part of their news reporting and news editing courses, or they may be required to complete introductory courses before being assigned to publications work. The journalism teacher also may be the adviser to the publication, teaching and grading the students while ensuring that they get practical, realistic experience rather than only an abstract appreciation and understanding of publications work. Sometimes, laboratory work may not be required of students, but publications such as magazines and yearbooks still may be written, photographed, and edited largely or solely by students who have enrolled for credit.

The journalism laboratory can be a very valuable experience or an educationally damaging experience, depending upon how it is organized and taught. There are many versions of laboratory operation and governance. Large amounts of funding may come from the administration through the journalism program to the publication, or nearly no funds from the institution may be involved. A sizable number of students may be involved in publications, or only a few, overworked ones. The operation may be educationally effective and the publications excellent, or it may be wasting the students' time, issuing embarrassingly poor publications. In some cases, students may not receive academic credit but may be required to complete specific lab requirements to pass related courses.

The journalism practicum, which is similar—if not identical—to the journalism laboratory, offers course credit for work on a publication. Sometimes this work is not supervised or so closely supervised as the laboratory course. Sometimes it is offered as advanced credit for students who have completed one or more laboratory courses. At other times it is used almost solely as an enticement to get students with little or no training or experience to help put out publications just to keep them in operation. This latter situation is often educationally unsound and a waste of the student's time.

Auxiliary Enterprise

An auxiliary enterprise usually is an agency of a college or university that receives income in return for services it provides and pays its full expenses from that income. Residence halls, dining services, and student centers typically are operated as auxiliary enterprises and are accounted for separately from the university's general or operating fund. Student publications can be established as auxiliary enterprises, collecting their own income for advertising, subscriptions and any other services they offer, and paying for services they obtain, such as office space, electricity and other utilities, personal services, supplies, printing and postage.

Different governing structures are possible for an auxiliary enterprise. Several student publications that operate as auxiliary enterprises have become incorporated as entities largely separate from the institution and with a board chartered by the state through the articles of incorporation. These incorporated publications usually are tied in with the college in one or more ways, such as having ex officio board members who hold certain job titles with the college, receiving rent-free office space and not being charged for utilities, receiving a subsidy in the form of payments for bulk subscriptions, or requiring that staff members be enrolled in the institution. A publication can be operated as an auxiliary enterprise without becoming incorporated and, as seen below, independent publications may adopt one or another of these operating forms, including incorporation, without being an auxiliary enterprise.

Independent Operation

Truly independent operation of student publications exists in only a handful of universities. Ingelhart (1973) in his survey of 899 colleges and universities found only two independent student newspapers: the *Harvard Crimson*, which "has been completely independent of the University since its inception," and the *Yale Daily News*. Each newspaper has an alumni board of directors. Although sixty-one of the colleges replying to Ingelhart's survey asserted that their newspapers or other publications were independent, a careful reading of their replies showed that fifty-nine of them were tied in with the institution in one way or another.

Absolute independence of a publication would require no connection at all with the college or university. This condition puts into question its validity as the voice or medium of the institution it supposedly represents. Although many student publications, especially newspapers, have become incorporated in recent years, nearly all are still tied in with their universities, either by using university facilities at no cost, by receiving student fee money, by having university personnel on their boards of directors, or by maintaining agreements to circulate on university premises with the full support and cooperation of the institution.

Many campuses, especially in the late 1960s and early 1970s, had independent student publications, usually called underground newspapers. Most disappeared quickly.

2 Legal and Philosophical Bases for Governance

A governing board must have specific, delegated authority, and it should maintain a working relationship with the body from which its authority is derived. The scope of authority and responsibility varies from institution to institution. In some cases the board obtains authority more for philosophical reasons than for legal ones.

Ultimate Authority

Nearly always the ultimate operating authority is the board that governs the institution: a board of trustees, regents, visitors, education, or some similar designation. Colleges and universities generally are chartered by the state and are required to be incorporated and governed by a board. The few proprietary colleges that may still exist could have their ultimate authority in the proprietor, who also is likely to be the institution's president or chief executive.

Boards of trustees generally delegate many of their responsibilities, including those for student publications, to the president or his designee, subject to review by the trustees. For practical and political reasons, the president usually delegates responsibility for publications to a board, committee, or administrator, subject to presidential review. The holder of delegated responsibility from the president usually retains broad governing authority and delegates continuing operating responsibility to the editors and other top managers of the publications.

When new publications are established, their organizers may approach an existing publications board or administrative authority within the college to request that the new publication be granted institutional privileges and be placed under a governing body. Publications generally are not established by the trustees or president, although they will accept some responsibility for publications once they are accorded status within the university.

A truly independent publication derives its authority from its organizers, who form a corporation to give the publication legal status as an individual with continuous existence. The members of the organization or staff agree to articles of incorporation that establish a basic framework for operation, including a board of directors, and the manner in which those directors will be elected.

The limits of authority in any situation may be determined by legal precedent or case law as well as by the trustees, incorporators, or organizers. Some of these limits are discussed later.

Fictitious or Illusory Authority

Much fiction and misconception surrounds the operation of student publications at many colleges and universities. Some governing documents state that the "institution" is the ultimate authority but fail to specify what person or persons constitute the institution, such as the board of trustees or the president. Some contain threats that since the institution has accepted a great burden of responsibility for publications it can and will exert great influence on the content and tone of the publications. Various court decisions discourage the exercise of such influence under this or any other premise, lest the institution constrain or violate the press freedom guaranteed to all American society, not just to parts of it.

The board of publications is sometimes cited as the ultimate authority, ignoring the fact that the board can exist only at the pleasure of a higher authority, such as the board of trustees and the president.

In some colleges, students are told that the adviser, publisher, or general manager is the ultimate authority and that students must do what that person dictates or be removed from their positions. This is seldom true in public institutions. Similarly, the journalism department or another academic unit may be listed as the ultimate authority. Since an academic unit must be run by an academic authority, such as a chairman and a faculty, students are supposed to follow the directives of the faculty and its "academic" policy. But this is seldom the case in actual practice.

Student government associations at many universities allocate student fees to student activities. Because student government frequently allocates funds to publications budgets, it often sees itself as the ultimate authority and arbiter of what publications' editors and staffs can and cannot do. In some cases publications are so enmeshed with student government that they are more political than journalistic, their editors, often believing they must be political in order to survive.

The dean of students is the nominal head of student publications in many colleges and universities. Sometimes a board may govern, but the dean sees to it that routine functions are carried out and that expenses do not exceed income. Occasionally, a dean also will attempt to be the authority and dictate staff and content of the publication. This method is seldom effective.

In small colleges, the director of public relations may be designated as the administrator in charge of publications. Often this is because the public relations director is the only person on the college's staff who has a background in journalism or an understanding of journalistic principles and operations. Conflicts can arise, however, between public relations objectives of the college and journalistic objectives of the publication, placing the public relations director in a very difficult position or an outright conflict of interest. The director may deal successfully with the situation, but it often works better to have him or her act as a resource person for training the staff and involving others in the governance of the publication. Much depends upon the personality, journalistic expertise, and integrity of the public relations person.

Control through Funding

Occasionally a university administration or student group will attempt to tie the governance of publications to funding. The argument sometimes is heard that since the administration allocates student fees to subsidize publications, it is entitled to control them, and especially the newspaper, which may embarrass the administration.

In other institutions the administration allocates a sum to the student government, which then appropriates funds to student organizations and publications. In some of these cases, the student government insists that it is the publisher and must control publications for the good of the entire student body.

In the case of laboratory publications, funds may be considered to have originated from instructional fees or tuition, and the publications therefore subject to control of academic administrators and the chairman of the journalism department. Laboratory publications are less likely to have a governing document than those governed by a publications board. Often departmental procedure or tradition may govern instead.

In general, funding is seldom a declared source of governing power.

"Publisher"

Some governing documents at public universities assert that the board of regents or board of trustees is publisher of student publications because of its authority for governing the entire institution. Trager (1975) has pointed out that presidents and trustees do not exercise functions as publishers and cannot be classified as such in public universities. Simpson (1979:30) concurs: "The fact that a student newspaper is totally funded by the school, is printed with school facilities, and is written during school hours under the supervision of an adviser does not mean that the school (or principal) is the 'publisher' of the paper with the attendant power of editorial control."

Public and Private Colleges

According to Trager and Dickerson (1979: 8-13), students at public universities "enjoy the same First Amendment protections from governmental interference with their freedom of expression as do other citizens; they do not relinquish those rights as a condition precedent to [attending college]." They also note that:

> The Fourteenth Amendment protects individuals against actions of the state which deny them due process and equal protection of the law. Public college administrators, acting as arms of the state, can no more abridge students' freedom of expression than can other federal or state government officials, with the important proviso that communication which materially and substantially disrupts the educational process properly can be curtailed and punished. However, the Supreme Court has said, '[A college, acting] as the instrumentality of the State, may not restrict speech . . . simply because it finds the views expressed by any group to be abhorrent.'

Since public colleges by law must accord students their First Amendment rights or be subject to legal action for violation of those rights, they tend to have written governing documents that specify duties, responsibilities, and limits of authority. However, many of these documents are outdated and do not conform to recent decisions of the U.S. Supreme Court nor acknowledge decisions by Federal District Courts that are likely to be applied in similar cases. Annual review or revision can help to keep governing documents up-to-date legally as well as practically.

A private college, on the other hand, does not perform a state function and "the student attending a private college is denied constitutional protection against abridgments of freedom of expression while on campus." The college itself is the final arbiter in such private actions, unless a contract has been abridged, "and the Fourteenth Amendment would be dormant," Trager and Dickerson (1979:11) write.

Arguments that private institutions perform a state function by providing education have been successful in some racial discrimination cases but not where First Amendment rights or disciplinary action have been involved. Private colleges provide a diversity in our pluralistic society that government cannot provide, and courts "have always found the balance tipped in favor of the private nature of the universities" when the choice has been between due process rights and the necessity of a private system of education (Trager and Dickerson, 1979:11).

For the Fourteenth Amendment to become applicable, a private university must perform a state function. It must receive "substantial" financial aid from the state, not the federal government. In addition, "there must be a showing that the state has gone beyond financial aid and, by actual use of its governmental power, has promulgated the rule or regulation causing the injury" (Trager and Dickerson, 1979:12). Involvement of the state in a specific injury is highly unlikely because state legislatures traditionally have refused to interfere with the administration of private universities.

Furthermore, according to Trager and Dickerson (1979:12), "There are no reported cases involving a private university which directly confront the problem of the First Amendment and the private college newspaper." They add that some aspects of student publications may be covered under the common law doctrine of contracts. "The contract theory as applied to the student and private university states that when a student pays tuition at a private institution, he or she is agreeing to abide by rules and regulations specified in the school catalog. In return, the university agrees to provide those services and facilities explained in the catalog. Although the contract theory has not been fully accepted by the courts, it is a possible avenue for redress" by students.

If the college catalog specifies regulations governing student publications or promises that certain student publications and opportunities for working on them will be available, those regulations and promises could be enforceable by the courts, which are bound to uphold contractual rights. Regulations and governance procedures established by the college through its normal channels or referred to in the catalog, including departmental regulations, are usually enforceable under contract law.

Some writers have argued that all citizens are entitled to their constitutional rights regardless of whether they attend private institutions. Certainly the ethical basis of press freedom in both public and private universities is more important than the legal basis. Private institutions, as liberal communities fostering free inquiry and open discussion, have a philosophical stake, if not a legal one, in First Amendment freedoms. It is illogical, paradoxical, and manifestly unethical for an institution of higher education to stand for unfettered inquiry in the classroom, laboratory, and library but to restrict inquiry, investigation and expression of fact and opinion in student publications. Even if a private college cannot be required by law to provide freedom of expression, it compromises its integrity if it does not. Institutions that foster inquiry and discussion and profess belief in academic freedom cannot be respected as academic institutions if they censor, manipulate, oppress, or control the student press.

Lest anyone think that all's right with the world of collegiate journalism, it should be noted that political considerations and expediency often override fundamental principle in both private and public colleges and that student press freedom is not universal on American campuses. Although the press is not free on some campuses, on many others—both public and private—administrators and trustees have taken steps to establish a fair governing structure for a free student press. In a nation that has celebrated the bicentennial of its independence, press freedom should have reached all campuses by now.

3 Practical Aspects of Governance

Beautifully framed governing documents will be successful only if the people involved share a mutual understanding of them and a mutual desire to make the system work under the governing principles. The group that writes the document or is the first to use it usually finds it to be workable. As board membership changes, new members who were not involved in implementing the system may overlook aspects that were intended by the framers and may interpret it differently from their predecessors. To assure maximum understanding among all concerned and to identify discrepancies and outdated provisions, the document should be reviewed at least once each year, preferably early in the year when new members are joining the board.

The human element must not be underestimated. Governance of publications, even under the most specific and clear policy and procedure statements, will be affected greatly by interacting pressures and personalities of the people involved.

Tradition and Unwritten Governance Procedures

In most student publications, as in most institutions, tradition plays a dominant role in many aspects of operation. "The way we've always done it" seems to be the universal guideline for continuance of a policy or procedure. Students are as suspicious of change as adults, perhaps because they become comfortable with the familiar mode of doing things. People who work with publications are busy, and they often do not take time to review operations nor attempt long-range planning that would introduce adjustments or changes into the system.

Abrupt change often is introduced when a new adviser or student publications director is appointed, when a new dean of students takes office, when a new president arrives on campus, or when an editor publishes embarrassing or libelous material and campus authorities suddenly realize that more care should be taken in selecting editors. Change that is not abrupt also may be undertaken. A review committee may be charged with revising and updating the governance structure. The board itself may be asked to write a new governing document for approval by the president or trustees. A student editor may suggest that the best aspects of tradition be kept while modifications be made to streamline governance or bring it in line with recent court decisions.

One way to follow tradition is to have only tradition to follow. Many colleges without governing documents have found that when difficult situations arise, they have no effective means of dealing with them. Consequently, undue amounts of time and energy are spent as they deal with the procedures as well as with the substance of the problems. People involved in maintaining the operation or in establishing a precedent or policy leave. Basic approaches and routine procedures are forgotten, and both the governing board and the publications' staffs must reorganize in order to get the operation moving smoothly again.

Where publications are not governed by written documents, someone at the institution should see to it that a group is assigned to prepare one. That someone may be a new adviser, a dean of students, a president, a student editor, or an alumnus. The group assigned to write the document obviously needs knowledgeable persons with expertise in basic areas related to publications: journalism, advertising, business, institutional policy, and law. If there is a journalism program or student publications that have been operating successfully, the governing document could be produced entirely by journalism faculty and students for review and approval by the president. Expert involvement is vital; a group of well-intentioned lay persons can do great disservice to the instituituion and its publications by ignoring practical, legal, and philosophical realities of the student press.

When a written policy is framed, it need not cover every possible eventuality in minute detail. For example, due process for removal of editors and other executives appointed by the board is essential; however, the full due process procedure need not be stipulated in the publication's governing document if the institution has a due process procedure that is applied wherever needed.

Laboratory Publications and Practicum Credit Operations

Because laboratory publications involve course credit, their supervisors often believe that a governing document is not needed. Sometime someone will challenge a decision or procedure, and the supervisor may not be able to hide behind "accepted" or "understood" journalistic or academic procedures. Just as a publication needs a stylebook to guide staff members in correct usage, it also needs a staff manual to guide people in correct operation and a governing document to guide the board or committee in correct governance, laboratory publications included. How is the editor chosen? To whom are complaints about news coverage, editorial opinion and matters of taste referred? Who is the ultimate authority on what will go into the publication? Who is financially responsible for the publication's budget? Who makes long-range capital and equipment procurement plans?

Laboratory publications should have a governing structure that provides the framework for operation, and it should be written for all staff members to read and understand. The procedure may be changed periodically, but a written document safeguards against losing all continuity should the staff and adviser, the adviser's dean, or other superiors leave the campus at the same time. Situations like this have led to the discontinuance of publications, temporarily or permanently.

Just as laboratory publications need a governing document, so do those offering practicum credit. The practicum students may not be editors, but they should have available a document that specifies how the editors were chosen and can be dismissed, how the advertising and business executives were chosen and can be dismissed, how the staff operates, and how the practicum students fit in.

Even if practicum students are not directly affected by the governing board, they should be made aware of it and the scope of its authority. Some may become editors and be affected by the governing structure, and they should be familiar with it long before assuming a top position on the publication.

To become editors or staff members in the practicum, students may be required to meet specific prerequisites and enroll in a journalism practicum course for credit. In such cases, a professor or faculty adviser may have more influence on the publication, but there probably still will be a selection process for top positions involving applications and a committee. All this should be communicated in the document.

The Board of Student Publications

Publications are different from other student activities. In order for both quantity and quality publications to be produced on schedule throughout the year, great amounts of time must be invested. While student government can supervise campus politics and many service activities, and departmental and special interest organizations can be coordinated through a student activities office or board, publications usually will be operated most effectively if they have their own board.

A board of student publications can coordinate the selection of editors, budgets, and general supervision of all campus-wide publications. It can make certain that the same students do not become too active in the top staff positions of several publications. Frequently a publications board can help to recruit an editor for one publication from among persons not appointed to edit another publication. It can help plan equipment purchases that can be shared by two, three, or more publications.

The board may be appointed by the president as a university board, committee, or governing authority. It may be tied in some way with the faculty senate, or it may be autonomous. A board for all student publications may find itself grossly overworked with too many problems to attend to and too many decisions to make. As a result, some administrations will appoint separate boards for each publication, or a board for one, a committee for a second, and a subcommittee for a third. On many campuses, not all student publications fall under a single board or committee. The newspaper may be so large an operation that it has its own board. The yearbook may be considered more like other student activities and be governed by a student activities board that also governs departmental and special interest organizations. The literary magazine may operate under a committee within the department of English.

There are substantial differences among newspapers, yearbooks, and magazines, especially when the newspaper is a large daily. Separate boards or committees may be the only fair way to give each adequate attention. Otherwise, the concerns and problems of one publication may go unattended for weeks while the governing board addresses itself to pressing issues of another publication. Important matters concerning the literary magazine, for example, may be entirely ignored as the board deals with problems of the daily newspaper or the financial stability of the yearbook.

Role of the Administration

The administration should delegate its authority for student publications to a board or committee or, in rare instances, an administrator such as a journalism department chair or student publications director. The administration should be supportive of the publications and should make available sufficient support staff to assure efficient operation of the publications. The administration also should delegate the authority derived from the board of trustees or articles of incorporation for student publications to the publications board, with the board's actions subject to review by the president or trustees.

A college president cannot effectively govern publications in addition to performing the usual presidential duties. Nor can a dean of students or director of student activities govern publications well. Publications are sufficiently complex that they require expertise and information from several disciplines, and that expertise and information can be brought to bear on the publications by appointing people from pertinent disciplines to the board. Collective judgment in important matters generally is superior to the individual judgment of one expert.

Support of the board and the publications can take many forms. One is to assign an administrator to go over budget records each month, assisting the staff in the management and operation of the budget. Another is to provide clerical help to prepare invoices and make collections for advertising that has been sold. Administration support should also provide for adequate office space, equipment, and facilities, as well as for the appointment of a full-time director of student publications. The administration should support the publications as enthusiastically and vigorously as it would like its staff to support the administration. Praise and kind words when a job is well-done can provide encouragement that is as important as financial and service support.

The administration should provide for the careful selection of trained and experienced editors, show faith in the students selected for top editorial and business positions, and strongly support a governing document that assures press freedom.

College presidents' personalities, attitudes, patterns of operation, priorities, enthusiasms, and interests vary widely, of course, and no one can assume that each president of an institution will provide the same amount of support as predecessors have provided or show equal interest in student publications. The governing board members and top editors of the publications should work with the president to earn his respect, understanding, and support.

Newspapers

The most complex publications operations in colleges and universities are the newspapers because they come out more frequently, require a printing plant close at hand, may involve production—particularly typesetting and pasteup—within the office, and require a larger staff than other publications. For these reasons, a daily newspaper probably should have its own governing board.

Newspapers require a larger body of professional knowledge, literature, and procedures than do other college publications. Persons selected for governing board positions, therefore, should be able to relate to these needs and understand their functions with relative ease. Persons not trained in journalism may have difficulty understanding some points of law related to publications, may not readily understand how advertising space is sold, or may have difficulty in following staff organization and operation.

Even though freedom of the press is assured to editors at state institutions, professional precepts and standards should be followed by student editors and staff members. It is essential that governing boards understand, however, that these professional standards and practices can be enforced only by the editors themselves, not by the boards. A board is neither editor nor publisher of a college publication and, therefore, cannot force an editor to publish or not publish any given material. At the same time, the board and editor should have a cooperative relationship that permits free exchange between them and that usually results in reaching agreements peacefully.

Yearbooks

Yearbook journalism has developed very slowly over the years, and the majority of people on college campuses still do not know what a good yearbook can and should do. Contemporary effective yearbooks have combined the best techniques of reporting—including depth, interpretive and investigative reporting—and photography, resulting in comprehensive and interesting stories of a college year and its people. But this movement has taken place only in the last few years, and the majority of colleges and universities still have not caught up with the trend.

Because it is issued only once a year, a college yearbook has unique problems. Students must work an entire year before seeing their work in final, printed form, although they do get to see proofs sometime after each deadline. They also must organize carefully if large amounts of work are to be completed. Some yearbooks have to sell subscriptions and advertising to raise enough money to publish the book, and on a large campus this may require a large sales staff.

The yearbook needs and deserves a governing body that is enthusiastic in its support and that is knowledgeable in yearbook operation. It can be very frustrating for an editor or adviser to attempt to explain a budget that can be met only if several variables fall into place to a board that is used to having lump sums appropriated and expenses kept within the appropriation. Sometimes people cannot understand that as more books are sold and printed, the cost per book decreases. If too few books are sold, the budget will not be met, and someone will have to arrange to cover a deficit.

Sustaining or maintaining a sound yearbook operation is difficult because yearbook journalism often is seen as something different from other forms of journalism. This is partly because schools and departments of journalism do not teach courses that explain yearbook journalism and its professional techniques. A strong, active, enthusiastic, knowledgeable board is needed to build a tradition of yearbook excellence, to help recruit and train staff members, and to provide a mechanism for continuity and stability from year to year. The two and one-half to three months that elapse between a final deadline and the delivery of a book can disrupt continuity beyond repair if editors, staff, and board do not work together to keep the operation going. Clearly, a sound budget and professional budget management underlie a yearbook's success.

Magazines

Magazines also often suffer from a lack of continuity and funding difficulties. They also may suffer from lack of an editorial focus or purpose, lack of material that interests potential readers, lack of funds for graphics and color, and a lack of trained staff who can edit and design an effective magazine issue.

Some universities with integrated student publications programs that combine newspaper, yearbook, magazine, and even a radio station into one operation use profits from the newspaper or yearbook to support the magazine. It is not unusual for one successful publication to support another.

Many magazines do not come under the jurisdiction of the publications board or committee but, instead, are operated as a special interest group or organization. Literary magazines tend to come under the department of English, a club, or honor society. Law and engineering journals or magazines frequently have self-perpetuating, elected staffs that have no connection with an academic program in journalism or the university's student publications program. Increasingly, colleges are using their magazines as laboratories for journalism courses and are funding them in part from academic funds. In many of these the only governance is by an adviser appointed by the journalism department and the staff enrolled in the laboratory magazine course.

Other Publications

Student handbooks, athletic programs, and ethnic and interest-group publications all may need some kind of governing structure. Most of these relate to a specific academic department, student organization or college activity and are more closely tied to them than to a student publications board. The student handbook may operate informally and as a committee of the whole with the editor providing leadership and an adviser from the student affairs office providing administrative support. Athletic publications can be issued by a handful of students operating as an ad hoc group that wants to spend some free time gaining publishing experience. An adviser or faculty consultant may help them organize informally, agreeing to certain tasks in order to get the job done.

Newspapers of ethnic groups and student organizations, if they are to appear regularly and to achieve sufficient journalistic quality, will need organization, scheduling, training, facilities and equipment, and expert advice. The same is true for special interest publications, such as student engineering magazines, law journals, business reviews, and literary magazines that are issued frequently. A law journal of any size, for example, will have its own board that governs it and attempts to maintain continuity and consistency. Many other special interest, club, and organization publications will also have their own governing board.

There is no formula to determine how much governance a publication needs or how large or intricate the governing structure should be. Perhaps as important as the governing structure is the character of the persons on the board needed to offer strong leadership to assure continuity and to help the publications meet challenges and problems when they arise. When a publication reaches a size too large for students to manage, it is important that the governing body and student staff members be supported on the business, advertising, and production sides by an adequate number of full-time staff or paid technicians. Editorial advice also may be made available full-time, though the student editor remains in charge of the publication's editorial content.

4 Boards of Student Publications

A board of student publications or a board for a single publication is a common way to govern publications. Whether it is called a board, committee, or subcommittee is not important; its functions are.

Responsibilities and Authority of the Board

Basic responsibilities of the board should be specified in the authority delegated to it. They should be clearly stated and delineated, and they should be reasonable. A governing board should not be charged with day-to-day or week-to-week operation, although it is reasonable to charge the board with reviewing routine operations periodically. A governing board should not be the first body to accept complaints by news sources, by recipients of editorial criticism, or by readers. It is reasonable, however, for the board to review complaints that have not been handled satisfactorily by the editor, business manager, or another publications staff member involved. A board should not be charged with reviewing news coverage plans or editorial topics before publication, although it may anticipate topics or situations and recommend policy or courses of action to editors. A board also should review the editorial product after publication.

In the context of contemporary court decisions and journalistic practices, responsibilities of a board governing student publications would center on:

1. Selection of the editor, business manager, and other top editors of the publication(s).
2. Approval or adoption of the budget of each publication.
3. Selection or approval of all titled or salaried members of the publications' staffs. Some boards are charged with reviewing applications, interviewing applicants, and making the selection. Others review and approve the persons selected by the editor to form his or her top-echelon staff.

4. Review of the editorial operation of the publication, including investigating specific instances of news coverage or editorial comment and recommending changes in procedure where deemed appropriate. In a normal, healthy situation, the editor will bring problems to the attention of the board, report his or her information, and perhaps ask for suggestions. The board should not be or seek to be an adversary to the editor, nor should it undertake an activist role of fomenting controversy about the publications or attempt to embarrass an editor it chose. An informed board should be able to maintain a cooperative working arrangement with the persons it appointed to head the publications.
5. Review of the financial operation of the publication, including sales, income, accounts receivable, expenses, forecasts for the remainder of the year, bad debts, purchasing problems, unexpected expenses, and rebudgeting or approving a revised budget where necessary.
6. Review of complaints that have not been resolved by the editor, business manager, or another involved staff member of the publication. Generally a board will require a written statement of the complaint, how it was handled by the editor or publication staff member and their response, and why the response is not satisfactory to the complainant. The board may act upon the written complaint or may invite the complainant to make an appearance before the board. There is a generally accepted principle that complaints should be resolved at the lowest possible level, and the board, therefore, should never agree to review a complaint until lower level alternatives have been exhausted. A complaining news source should talk with the reporter, then with the news editor or editor. Only after the editor's explanation or response has been considered unsatisfactory should a complainant be permitted to approach the board. Newspapers should carry a statement about how to lodge complaints in their mastheads. Magazines and yearbooks are less likely to publish such a statement, although a yearbook could carry a statement in small type in a location that would not damage the appearance and effectiveness of the book. Anyone who calls or writes a board member should be promptly advised of the proper procedure.
7. Review of staff policy and procedure. Each publication should have a staff or operations manual or desk book that

prescribes ways of handling recurring situations. The manual should be reviewed each year by either the editor and staff who will bring the proposed changes to the attention of the board, by the board itself, or by the editor, staff, and board acting cooperatively.

8. Removal of editors or others appointed by the board when adequate cause exists and only after due process. The board should not remove anyone it did not appoint. If a reporter is incompetent or irresponsible, the editor who hired or accepted him or her onto the staff should be responsible for removing the reporter. But if a person appointed by the board fails to perform the assigned duties, the board should follow its charter or accepted course of due process and bring charges, conduct a hearing, and decide whether to remove the person from the position.

Other responsibilities may be assigned to a board, but those listed above represent a reasonable load for almost any group. The board obviously must report to the higher authority that constituted it, such as the president, perhaps through a vice president for student affairs. Specific details of some responsibilities may be assigned by institutional policy or state law. The board may have to review and certify payrolls, although generally it should not. It may have to certify that the printing contract was reached through competitive bidding. It may have to certify that paid student staff members are carrying full academic loads and are not on academic probation. These functions are routine and should be built into the operating system, beginning at the staff level below the board.

Authority and responsibilities go together. They should be very specifically and clearly defined in the document that establishes the board and delegates its authority. The document should attempt to cover all likely eventualities in general, understandable terms.

There should be no doubt as to the authority of the board. When doubt arises, the document should be amended to take care of the problem. If the board itself has doubts about its authority, it should request clarification in writing from its superior authority, such as the president or trustees.

In these days of continual litigation, it is likely that any governing document will be reviewed by attorneys inside and, perhaps, outside the institution. Student publications tend to find sources of free or inexpensive legal advice, often from among former staff members who have returned to the community as members of the bar and remained interested in the welfare of student publications. In some cases other attorneys (e.g., the Student Press Law Center in Washington, D.C., the American Civil Liberties Union) may be asked to review the governing document.

Board Membership

When a board is established, someone must decide its character. Generally it will be an expert board or a lay board, as determined by the majority of appointees. The expert board would draw upon people with training and expertise in journalism, law, and business. The lay board would have a majority of persons who represent readers in general and who may be uninformed about journalistic procedures and standards, the legal ramifications of publishing, or business procedures and practices.

From a practical standpoint, it is advisable to have some expert members on the board. If they are a small minority, they may become frustrated at attempting to educate the lay members of the board in rudimentary aspects of publishing and, consequently, limit their board participation to as short a term as possible. A lay board may make mistakes that have adverse legal consequences or that result in adverse public opinion toward the board, the institution, or the publication. Nevertheless, readers should be represented on the board. An expert board could become so preoccupied with professional and technical aspects of publishing that it becomes insensitive to readers' concerns and feelings. Lay representatives are essential, but they should not be so small a minority as to be frustrated by the experience.

Board membership should have sufficient continuity so that the majority of the board is not new each year. On the other hand, there should be some turnover so that the same people do not serve year after year, becoming, perhaps, insensitive and stale. Staggered, multiple-year terms with a limit to the number of consecutive terms is a practical way to deal with both continuity and turnover.

Typical and possible members of a board include undergraduate and graduate students, administrators, lay and expert faculty, editors of the publications, alumni, and community and professional representatives. These possible members will be discussed in the following sections.

Undergraduate Students

In order to represent the largest group of readers, one or more undergraduate students should be appointed to the board. Approaches vary. On some campuses the student is chosen by student government or is automatically seated by being elected publications commissioner or to some other student government office. On other boards, students are appointed by the college president, the committee on committees, or some other agency that makes appointments to boards and committees. Some boards choose the students themselves, before the outgoing board members leave their positions.

However the selection or appointment is made, it is advisable to ensure that all students in good standing have an equal opporunity to be considered for the board position. The board position should not be a political plum reserved for a crony of the student body president or a student politician who has a burning ambition to meddle in the staffing and affairs of the publication. Although a person like this may be appointed to the board, the selection process should assure that others are considered.

The number of undergraduate students on the board may be determined by the total size of the board and the proportion of students at the institution who are undergraduates. If undergraduates outnumber graduates ten to one, they probably should have greater representation than graduates. If total board membership is being held to a small number, such as seven, there may be room for only one undergraduate within that number. What is important is that reasonable people make reasonable decisions about the composition of the board and that they leave open the possibility for changing the composition as conditions warrant.

Graduate Students

If the institution has graduate students and they are routinely represented on boards and committees, they also should be represented on the student publications governing board. In most instances, one graduate representative will be sufficient. Again, the appointment or selection procedure should be open to all.

Administrative Representatives

Whether or not the administration is represented on the board may be determined by tradition. If most committees have administrative members, it is logical that the student publications board or committee also should have an administrator as a member. If most committees do not have such members, the reasons for including one should be identified before appointing one.

If publications are assigned administratively to the student affairs area, a business affairs area, or any other administrative area, it seems appropriate that the area should be represented on the board. A link between the administration and the publication's staff should be indicated by representatives from both staffs.

If publications operate outside administrative areas of responsibility, it still may be advisable to have an administrator on the board for the expertise he or she can bring, such as in business, advertising, credit and collections, or institutional policy and procedures. Various ways of appointing an administrator may be appropriate. On the other hand, there may be no compelling reason to include an administrator; a board could certainly operate without one.

Lay Faculty Representatives

If the board is a lay board or if custom on the campus requires that faculty members with no particular expertise serve on boards, lay faculty may be appointed to the board. However, if the board is kept small and manageable, there may be little or no opportunity for faculty in general to serve. Philosophical and practical decisions must be made.

Any faculty member is likely to bring an interest in publications and a related area of expertise or competence to the board. An inquiring mind, a deep interest in students, and an understanding of the educational process can benefit any board or committee. Many liberal arts professors have bachelor's degrees in journalism or have worked professionally for newspapers, business magazines, or other journalistic media. Even more have had experience as staff members of student publications in their undergraduate, graduate, or professional school days. Such background can benefit the board, although not all such experience relates to student publications and occasionally may interfere with board processes.

Expert Faculty Representatives

An attempt may be made when a board is established to make available expertise that can help students be more effective and more efficient in their operation. The governing document may dictate specific backgrounds for faculty members or others appointed to the board. An understanding of accepted journalistic practices, procedures, standards, and ethics can facilitate the work of the board, and a journalism degree or professorial rank in journalism may be required of some board members to make such expertise available to the board at its regular meetings.

An understanding of accepted business practices, procedures, and ethics usually is useful to a board, and a business degree, professorial rank in business, or an administrative appointment in the college business operation may be required of one or more board members.

If law professors or others with law degrees are available on campus, one of these may be appointed to the board, although they probably are already overworked and are more likely to serve enthusiastically if brought in for consultation only when needed.

Other experts may be named to the board on a continuing or a rotating basis. These may include people versed in marketing, sales, printing technology, photography, assertiveness training, counseling, management, motivation, advertising, computer technology, or accounting. If there appears to be a continuing need in one of these areas, a continuing appointment may be specified. If the need is specific for a year or so, the appointment may be rotated to other areas as needed.

The board should express its needs to the appointing authority by requesting that when appointments are made a specific person be appointed or that a specific specialty be provided. If the board is self-perpetuating, it will select people who provide the needed expertise.

Editors of the Publications

Just as philosophical decisions must be made about whether to have principally a lay or expert board, other decisions, such as whether or not the editor will have a voting seat on the board, must also be made. There are strong arguments either way.

An editor who has been selected by a board and is required to report to that board may feel like little more than a guest if he or she does not have a vote. The editor always can be outvoted (unless the board has only two members) so there is little threat to orderly governance of the publication by affording the editor a vote. Presidents of corporations nearly always have voting seats on the boards of directors and positions on the executive committees that operate between board meetings. A person with a stake in the operation to the extent that an editor has would seem entitled to a vote rather than to have to sit by passively while the board votes on his or her recommendations or proposals.

Some persons advance the idea that citizen control of institutions, such as schools, colleges, hospitals and chambers of commerce, should generally exclude the executive or administrator from a voting seat. In such a case, the superintendent, president, executive director, or manager reports to the board and serves at the pleasure of the board. A publication, however, is not a community agency with a full-time administrator-editor. A publication is not a chamber of commerce or a hospital, and the editor is not merely a hired hand. Editors usually make the final decisions regarding what goes into the publication each time it is published. Much of their being, their personality, their reputation is in each issue, more so than that of the president of General Motors in each Buick rolled off the line or that of the president of the university in each lecture in philosophy presented by an associate professor.

Reasons for including the editor on the board with a vote may not be overwhelmingly compelling, but reasons for excluding the editor from voting are less so. At the same time, if the editor is granted a voting seat, it is reasonable to grant a voting seat to a representative of the administrative unit charged with responsibility for the publication, such as the office of the dean of students. If the link between the board and the publication's staff has voting membership, so should the link between the board and the authority above it.

Conditions change and the annual review of the document may lead to a change in the board's composition. One university had never granted the editor a vote on the board, but when the board was charged with revising its governing document, it voted unanimously to include the editor as a voting member. Another university had long permitted the editor to vote on the student publications committee, but in revising the committee's charter, a majority insisted that the vote be removed. The revision finally approved permitted the editors and advisers of the newspaper and the yearbook to vote with the committee only on the incoming editors, and that vote was only advisory to the committee, whose nine regular members could accept or reject the decision of the full group of thirteen.

If one board governs several publications, it may be possible to stipulate that only the editor of the publication involved shall vote on matters relating to that publication. On matters affecting all publications, however, the votes of all editors might amount to one vote, giving each editor a fraction of the one vote. This strategy reduces the influence of the editors on the board, but it also tends to suggest a lack of confidence in the judgment of the editors on matters affecting publications and the board's operation. Whatever system is chosen, it should be perceived as fair and workable by everyone involved, especially by the editors of the publications.

Alumni, Community, or Professional Representatives

Colleges frequently appoint community representatives to committees, advisory boards, and other bodies. Whether this is advisable depends upon the community, the available representatives, and the reasons for the appointment. If representatives from any one or all of these groups are appointed, they should be readily available for regular and special meetings of the board. Alumni representation can be helpful, or it can be embarrassing if the representative seldom attends meetings. The same is true for other representatives who are not usually on or close to the campus.

One university, for example, that had appointed to its board an alumnus who had a full-time newspaper job 175 miles from the campus expressed great displeasure when the appointee did not attend the board's regular 5 p.m. Friday meetings. Eventually the board decided there was little reason to have an alumni representative, and the position was eliminated. Some publications, particularly newspapers, require alumni representation on their boards and pay their expenses to fly in for one or two meetings a year, the only meetings of the full board. Economics as well as philosophy may come into play in determining the advisability of alumni representation.

Professional persons who relate well with the staff and who offer expertise the staff values may be effective board members. One case in point is a former associate editor who returned to town as a practicing attorney. He frequently provided student reporters and editors advice on legal implications of their investigative and interpretive reporting, and they eventually asked that he be seated on the board. Although his law practice often prevented him from attending afternoon meetings, he attended most meetings and sent proxy statements to others.

Community representation is the least needed. The publications are student publications, edited and published primarily for students. However, the editor and staff receive and react to community pressures daily, both when covering the news and when selling advertising. Although community representation may add little to the board's functioning, someone in the community may be sought for board duty because of some specific expertise that he or she could contribute. Such people certainly should not be ruled out.

Ex Officio Appointments

All or almost all board members may be appointed by virtue of their positions at an institution. At the University of Kansas, for example, five of the six members of the University Daily Kansan Board are automatically members because of their positions, and the sixth could be. This board consists of the dean of the school of journalism or the dean's representative who is board chair, two members of the school of journalism faculty who are business adviser and news-editorial adviser, the student editor and business manager of the *Daily Kansan*, and one representative from the student senate.

Especially where there are laboratory publications, the chairman of the department of journalism or the director of the school of journalism is likely to be a member of the board or be represented on the board. Where there is a full-time director of student publications, adviser to student publications, or general manager, that person serves on the board, but frequently without voting privileges. At some universities, the student editors serve without vote except when their successors are being selected.

Board Size

Some institutions establish boards with wide representation from many segments of the university and the broader community. Such boards are often cumbersome. Attendance becomes a problem as the number of members increases, and more and more responsibility is ultimately delegated to the people in charge of daily operations. These disadvantages are offset, however, by the fact that broader representation diminishes the power of any one representative.

One example is the University of Oklahoma, where the publications board has twelve voting and four nonvoting members:

Voting Members

Representative of the university president
Representative of the faculty-at-large
Representative of the University Employees' Council
Alumni representative of working press in Oklahoma
Director of the School of Journalism
Representative of the School of Journalism faculty
Student representative of the *Oklahoma Daily*
Student representative of the *Sooner* yearbook
Student representative of publications-at-large
Student representative appointed by student body president
Student representative elected by the student body
Representative of the Health Sciences Center

Nonvoting Members

Director of Student Publications
Editorial Supervisor(s)
Editor of the *Oklahoma Daily*
Editor of the *Sooner*

The number on the board is a practical consideration. Generally, the larger a board, the more cumbersome its operation, the less often everyone can attend meetings, and the more time wasted on inconsequential items that tend to surface in a large group in which each person feels she or he has a very small influence.

A small board whose majority is informed about journalistic practices and publications operation generally will be most effective and efficient. A board of five to nine persons usually can deal with a fairly complex publication, such as a daily newspaper, in a couple of hours every week or two. Some universities, however, want all constituencies on campus to feel represented on the publications board, and create boards of fifteen or more persons, usually at a great loss in true governing ability. One daily newspaper adviser wrote to the author: "Actually, our immediate boards do little and understand less. The only meaningful board is the Apportionment Board, which doles out student fees. They attempt to tell you how to run your budget, from a position of total ignornance. Generally, our board system is useless." This example is perhaps extreme, but it demonstrates that representation of various "lay" constituencies on campus can be less than helpful and result in superficial governance, except perhaps at the budget review level, where partisanship may be rampant.

It is advisable to have an odd number of voting members on the board to avoid tie votes. There is no natural preference for permitting the chair to vote or not vote. Just as some colleges believe the editor should be a full partner in the deliberations of the board, so do many believe that the chair should be a full and equal partner, not merely a moderator.

Frequency of meetings may affect size of the board. A small board that meets every two weeks can stay on top of publications operations and in touch with problems, concerns, plans, and achievements. A large board may have difficulty meeting regularly, may have many absences each meeting, and may not be in touch with the operations of the publications. A remote board that is dealing with publications in largely abstract terms is not likely to be a supportive or an effective board.

Board Selection

Persons may become board members in several ways. In some cases, all members will be appointed by the college president, by a committee on committees, or by some other representative who makes appointments for the president. In other cases, students will be selected by student groups, and faculty and administrators will be selected by an administrator or committee delegated to make appointments on behalf of the president.

Some boards are self-perpetuating, with the board itself selecting new members before outgoing members leave the board. In this way the board can help to shape its composition and plan its future rather than be subject to appointments by someone less well versed in board functions and matters. The self-perpetuating board is a good arrangement because it assures continuity and careful selection of board members.

Other arrangements are possible. At one university, the undergraduate student on the newspaper publishing board is selected by the student government; the graduate student by the graduate student council, which seeks volunteers; the two journalism professors by the director of the school of journalism; the business representative by the vice president for student affairs, who can appoint a faculty member or an administrator; and a local attorney requested by the board. The editor of the newspaper and a representative of the vice president for student affairs are automatically members with votes. All appointments are coordinated by the vice president and confirmed by the president. Although this sounds cumbersome, it is no more so than requiring the vice president to select all the members.

Vacancies should be filled quickly. If a student member is not appointed by the delegated authority or if a member resigns, the process for selection should provide the means for filling the vacancy at once. The appointing power may have a list of alternates or may request an immediate recommendation for a new member. If neither of those is available, the board should have authority to complete its ranks in time for the succeeding meeting.

Board Composition

Size affects efficiency and effectiveness of a board, as do the composition of the board and the authority granted to it. The smallest boards and committees of those surveyed for this monograph have eight members. The largest has nineteen. Several examples that may assist planning committees or governing document framers are described briefly in what follows.

The publications board at Sam Houston State University has eight members: three students, three faculty, the board chair and the chair of the journalism department. All appointees are selected by the university president. One student is selected from three dossiers submitted by the professional organization of journalism students, and the remaining two students are selected from five dossiers submitted by the student association. Each faculty member is selected from three dossiers submitted by the university faculty council. The president selects the chair.

The State News Inc. at Michigan State University has eight directors on its board. Two are professional journalists, two are faculty members at Michigan State, and four are Michigan State students. All are elected by the board for two-year terms, and no one can serve more than three consecutive terms.

The East Carolina University Media Board is the most heavily student-dominated of all those studied. It has ten persons who have eight votes. The presidents of the interfraternity council and panhellenic council each have one-half vote, and the dean of students has no vote. Four other students serve by virtue of their presidencies of the student government association, student union, men's residence council, and women's residence council. A day student is appointed by the board. An administrator is appointed by the chancellor of the university, and a faculty member is appointed by the board in consultation with the chair of the faculty senate.

The Vidette publications board at Illinois State University has nine members. One student is appointed by the appropriate council of each of the university's five colleges. One faculty member is appointed by the academic senate. One administrator is appointed by the president. Two professional journalists are recommended by the board and appointed by the president. All members serve "with the approval of the board." The faculty, administrators, and professional journalists serve three-year terms and the students serve two-year terms.

The Kernel Press Inc. which governs the *Kentucky Kernel* newspaper at the University of Kentucky has thirteen directors: one student member of the *Kentucky Kernel* staff, four University of Kentucky students (not members of the *Kernel* staff), three faculty members, one administrator, one practicing journalist (who may serve as a nonvoting member if he or she chooses), the editor-in-chief of the *Kernel,* the student publications adviser, and the chair of the school of journalism. The board elects its own directors at the annual spring meeting. Student directors have one-year terms and other directors two-year terms, all subject to re-election.

The student publications committee of Texas Tech University has fourteen members: five faculty appointed by the president upon recommendation from the faculty council, five students appointed by the president upon recommendation of the president of the student association, the director of student publications, the business manager, the newsroom director, and the committee chair, who is a faculty member appointed by the president as an ex officio, nonvoting member.

Austin Peay State University's board of student publications has fourteen members: the vice president for student affairs, vice president for development and field services, the editors of the three publications, advisers to the three publications, president of the student government association, three students appointed by the president of the student government association, and two faculty members appointed by the university president.

At Valencia Community College, Florida, the president appoints a "campus publications committee" of unspecified size and composition. The president also appoints "editorial and business staffs of the college newspaper and magazine" from selections made by the campus publications committee and recommended to the president.

All of the above examples are from state-operated institutions, but boards at private colleges are not drastically different. Wartburg College has about ten students and ten faculty members voting on its committee: three editors-in-chief and a radio station manager; one representative from the student senate, and other representatives-at-large from the student body "to equalize the ratio between faculty and student members"; as chair, a faculty member who does not advise a publication; the advisers to the publications; four faculty members chosen by the four faculty groups; and one faculty member appointed by the president. In addition, the college business manager serves as an advisory member without vote.

At Pacific Lutheran University there are four voting students appointed by the associated students president with the approval of the associated students senate and three voting faculty members elected by the faculty of the university. Ex officio nonvoting members are the university president, associated students president, vice president and dean for student life, director of university relations, editor-in-chief of each student publication, technical advisers to the editors of each student publication, and the university student publications board business manager.

At McPherson College in Kansas, the board of publications consists of the treasurer of the student council (who is chair), the faculty advisers, editors-in-chief and business managers of both *The Spectator* [newspaper] and *The Quadrangle* [yearbook], the dean of academic affairs and three members of the student council appointed by the student council.

Frequency of Meetings

The charge to the board that specifies its authority and responsibilities also should indicate the frequency with which the board should meet to fulfill its duties. A specified frequency of meetings will permit matters to be referred to it with regularity, although some matters may require additional meetings.

A governing board for a weekly or daily newspaper probably should meet every two weeks during the academic year to keep up with operations and issues. A governing board for a yearbook may be successful with monthly meetings, although not too much time should elapse between meetings or information will grow stale and editorial and financial situations may get out of hand. A magazine's governing board may need to meet only four or five times a year, especially if the magazine is issued only once or twice a year and follows a simple method of operation. A quarterly or monthly magazine with a large staff would require more frequent board meetings, however, probably meeting at least once a month.

A board that governs all student publications will find itself meeting as often as weekly. Newspaper operations of considerable size require much time and attention from a board, as do yearbook operations involving large staffs and substantial sums of money. Add a magazine to oversee and a board may find itself overworked, or at least fully occupied by three or four meetings a month.

Frequency of meetings also is determined by the scope of authority and duties delegated to the board. If a board only selects and dismisses the editor and business manager, it may need to meet only once or twice a year. If it must approve budgets, that may add one or two meetings a year. If, however, the board is to review budgets, staff performance, income and expenditures, policy and procedures periodically, it would have to meet even more frequently. The board that meets only once or twice a year, of course, must be on call for special meetings as matters are referred to it.

This discussion has not given a specific prescription for all student publication operations. People on each campus must analyze their own situation and determine the best course for themselves. Large campuses with daily newspapers tend to have one board for the student newspaper and another body for other student publications, such as the yearbook and campus magazine. Small liberal arts colleges often find that a student publications committee or board, meeting once a month, can govern the weekly or biweekly newspaper, yearbook, and semi-annual magazine very effectively. In no case, however, is governance an easy, casual task. The simplest publications operations are complex and require knowledge, thought, time, money, and effort. But a daily newspaper, publishing ten issues to a biweekly's one obviously requires an even greater investment, and that adds up to more matters to come before its board.

In this chapter an attempt has been made to show some of the considerations, both pro and con, relevant to the responsibilities and membership of a student publications governing board. Some institutions will find this information helpful in organizing a governing structure for themselves; others will feel that too much of the burden has been left on them to inquire, analyze, synthesize, and organize. Additional guidance for institutions preparing their own governing documents may be drawn from the sample documents presented in chapters 7 and 8.

5 The Governing Document

One does not need to be a lawyer to write a governing document, but one should have the ability to see loopholes, to envision most possible eventualities, to recall past problems that can be avoided, and to write succinctly, definitively, and clearly to achieve a concise document that covers all typical situations and provides a framework for dealing with unanticipated matters.

A governing document does not have to be written by a committee, but it certainly should be reviewed by one. Omissions should be filled in. Vague generalities should be recast as specific statements. Unclear portions should be tightened so that anyone of average intelligence can understand and follow them. After review by a committee, it is advisable to request a review by an outsider, someone who has not been involved in the process and who can point out questions that remain unanswered, matters that are still unclear, eventualities that have not been covered, procedures that may be unintentionally restrictive, and statements that are still too general to be followed.

Some of what goes into a governing document already has been discussed: members, responsibilities or duties and scope of authority, board size, board selection and frequency of meetings. Other more fundamental matters of governance are discussed here: philosophy and purpose of the publications, acceptance of press freedom, role of the administration or its designee, role of the adviser, authority and responsibility of the editor, selection of the editor and staff, cause for removal of editor and staff, and governing casual or "unofficial" student publications. These are presented and discussed as possible components of the governing document.

Preamble

Although a preamble is not essential to a document, it permits an introduction to the assumptions or principles upon which the document is based. Here is a sample preamble:

> The role of the Post Publishing Board is to assist *The Post* in its efforts to help meet the university community's communication needs and to provide maximum opportunity for educational journalistic experience. The authority of the board is derived from a delegation of responsibility by the Office of the President. The scope of this authority is dictated by constitutional, as well as university, definition.
>
> The following document defines the scope and duties of the Post Publishing Board in light of these necessities. It is designed to assist *The Post* to conduct effectively both its business and news operations, to contribute to the communication process of Ohio University and to enhance the educational value for members of *The Post* staff.

Another example from a community college:

> The Student Newspaper Policy is established in accordance with California State Education Code (25425.5) which specifies that "the governing board of any school district maintaining a community college shall adopt rules and regulations relating to the exercise of free expression by students upon the premises of each community college maintained by the district. . . ." The College herein acknowledges and accepts "the right of students to exercise free expression including, but not limited to . . . the distribution of printed materials . . . except that expression which is obscene, libelous, or slanderous according to current legal standards . . . shall be prohibited." (added by Stats 1971 Ch. 947).

A third, brief example:

> By authority of the Board of Regents and the President of the University of Oklahoma and on behalf of the University community, the Publications Board presents this charter governing specific Student Publications, said charter representing the general framework of operations of the Publications Board.

Freedom of the Press Statement

Governing documents typically point out that students have freedom of expression. An example from the "Policies of the Student Publications Sub-Committee" of Ball State University is illustrative:

> The student press at Ball State is free of censorship and advance approval of copy. Its editors and managers are free to develop their own editorial policies and news coverage or content. Freedom of the Press as guaranteed by the Constitution of the United States and by the Constitution of the State of Indiana is not impeded or interfered with by this University or any of its agencies, staff, faculty, or administrators.

Occasionally a statement will include some limitation, such as the need to avoid libel, obscenity, and disruption of the educational process. These limitations are determined by courts of law, however, not college administrators or their attorneys, and such statements in governing documents are of little use. One example of a fairly successful statement of these general limitations comes from Muscatine (Iowa) Community College:

> It is undeniable that students, both on and off campus, are protected in their exercise of freedom of expression by the First Amendment to the Constitution of the United States. Accordingly it is the responsibility of the school officials to insure maximum freedom of expression to all students.
>
> Student journalists may report and editorialize about controversial and crucial events in the school, community, nation, and the world. However, the student press must observe the same legal responsibilities imposed upon the conventional news media. Thus the *Calumet* should avoid expression which: (a) is obscene, according to current legal definitions; (b) is libelous, according to current legal definitions; (c) creates a material interference and substantial physical disruption of educational activities.
>
> In determining the type of material which violates the above restrictions, it must be noted that expression which invites or stimulates heated discussion or debate among students or in the community, or criticizes school officials, does not constitute the type of disruption prohibited.

Private colleges and universities usually omit a statement on freedom of the press, but it would be helpful for them to clarify within general guidelines the extent of freedom their editors possess.

Purposes of the Publication(s) Statement

A statement of purposes of student publications is not necessary for governance because most editors and staffs cannot be required to fulfill such purposes, except in private colleges. Such a statement, however, may help editors and board members to focus upon important ideas about the publications in their deliberations.

A statement of purpose may follow this example:

> The Citrus College newspaper has two primary functions: (1) To serve as an instructional tool, providing learn-by-doing training and practical newspaper production experience for Citrus students planning careers in professional journalism. (2) To communicate to students, faculty, administration, and the public at large what the college community does, feels, and thinks: the newspaper provides news of interest and significance to its readers and serves as a forum for reader as well as staff expression.

A longer statement has been made by Pacific Lutheran University:

> The primary purposes of student publications are:
>
> 1. to provide places where the best student writing and graphics can be published.
> 2. to inform the university community about events and developments concerning PLU.
> 3. to provide forums for the exchange of information and opinion among members of the university community on issues that concern them.
> 4. to serve as a continuous record of life at PLU.
> 5. to offer students practical experiences in journalism and management.

By their nature, purposes are general, and their interpretations can vary widely among individual board members. In most instances, it would be better to omit vague statements of purposes that may be argued over, distracting the board from carrying out its real function, governance. Publications cannot be edited or managed by boards or committees, so those governing units should focus their attention upon the essential aspects of governance and provide guidance and counsel to those being governed.

Role of the Administration or Its Designee

Besides giving authority to the publications board or committee to act in its behalf, at its pleasure, and subject to its approval, the administration also may specify functions that it or persons it designates will perform in the operation of student publications. Chief of these usually is budget management.

Budget management may be assigned to the student affairs office with an assistant dean of students designated to monitor the budget and assist publications staff members with business records and budget management. A director of student publications may be employed to oversee the financial operation, to assure efficient production, and to advise administration and student staff on editorial, advertising, business, and production matters. A person with similar responsibilities may carry the title of general manager.

A governing document need not go into detail about persons or positions designated by the administration, but it should refer to them clearly and indicate where further information about them is available, such as in a university policy and procedure manual, a faculty handbook, a publications staff manual, or a journalism department policy statement. In the governing document it may be sufficient to indicate that there is a director of student publications, a general manager of the newspaper, or a faculty adviser to the literary magazine.

As an example, the Constitution of the East Carolina University Media Board specifies:

> The Dean of Student Affairs shall serve as a permanent member of the Board . . . The Dean of Student Affairs or his/her representative in the dean's absence shall serve as adviser to the Board . . . The Dean of Student Affairs shall be responsible for the financial affairs of the Board, subject to the provisions of this Constitution. (A) He/She shall co-sign all requisitions for the expenditure of Board funds. (B) He/She shall assist in negotiating all contracts for printing and purchase of equipment and supplies exceeding one thousand dollars ($1,000) upon receipt of the choices selected by each branch of the media.

Role of the Adviser

Usually, but not always, student publications have advisers. Some are full-time advisers lodged in the dean of students office or the school of journalsim. Others are business managers or general managers or directors of student publications who may report to any of a variety of administrators. The crucial factor in the adviser's role, however, is not his or her title, the amount of released time or pay, or the administrator to whom he or she reports. The crucial factor is the role of the adviser in relation to the staff and to the administration.

"Adviser" without a modifier usually refers to editorial advice or advice in general. Where publications are fully subsidized by the college through student fees, and where advertising and other income is minimal, one adviser typically functions as both editorial and business adviser, and the students perform all the editorial and business tasks. Where advertising income is substantial, there may be several full-time, paid advertising salespersons, an advertising manager, a business manager, and a director of student publications, or general manager. Editorial staff members, however, are registered students in good standing at the institution. They may be paid, but they are not full-time employees.

Freedom of the press for college students applies primarily to content and content selection. Students have the right to publish news, opinions, and entertaining pieces as they choose. They also are free to run their own business operations, but the enormity of the business may make it advisable to employ some full-time business staff members. A part-time student staff may be unable to keep up with the paperwork, the volume of advertising orders and insertions, credit and collections, and the development of new business. A paid administrative staff, however, can develop continuity in dealing with advertisers, consistency in collecting receivables, and stability in financial operations. The main function of publications traditionally has been to provide a forum for the exchange of information, ideas, and opinions, not an opportunity to sell space, type invoices, and collect past due accounts. A general manager, director of student publications, or adviser, therefore, may be given authority to cut off a past due advertiser's credit, to pull an ad that violates the publication's written advertising acceptability standards, or to retain an attorney or collection agency to collect receivables, but he or she would not be empowered to make editorial changes in a news story, write an editorial, pull an editorial that may embarrass the administration or crop a picture to make it fit a given space. He or she could, however, *suggest* to the editor or other staff members that a story is not of publishable quality, that an editorial needs to be rewritten, or that a picture is not appropriate.

Regardless of the title, the adviser's job is to advise. As Kopenhaver and Click (1978:27) point out in *Ethics and Responsibilities of Advising College Student Publications:* "the adviser should be available to counsel staff members, to provide advice when requested and when the adviser feels it is warranted, and to act as a liaison with the campus community, particularly the administration."

The Code of Ethics of the National Council of College Publications Advisers suggests that an adviser functions as a professional counselor, a teacher and a critic and that he or she "should never be a censor; but when staff members are intent on violating good taste, the laws of libel, or college or university principles, I [the adviser] should be firm in pointing out such errors" (Kopenhaver and Click, 1978:38). NCCPA's Code of Professional Standards for Advisers states that the adviser "serves primarily as a teacher whose chief responsibility is to give valid advice to staff members" and "should promote, initiate and sustain institutional policies which will provide students the freedom to establish their own publications and to conduct them free of censorship or of faculty or administrative determination of content or editorial policy." Also, "the adviser has the responsibility to guide students to an understanding of the nature, the functions and the ethics of the student press," and, perhaps most important, "the adviser should provide instruction that will result in a better publication" (Kopenhaver and Click, 1978:40-41).

Clearly, as the magnitude of the student publications operation grows, more advisers or administrative staff are needed. The editorial, advertising, business, and production phases may require additional support. Above all, the editorial integrity of the student publication must be maintained. Nonstudents may be hired to run typesetters, paste up pages, sell ads, type invoices, and collect bills. But the editorial product must remain student controlled.

The governing document may or may not spell out the advisers' roles. Specifics of advising duties should be placed in a staff manual or publications operations guide, and only the essentials of the link between the board and the adviser should be placed in the governing document. At Ball State University, for example, the administrative head of student publications is the director of student publications. Each publication also has a faculty adviser. The governing document for publications includes these statements about advisory personnel:

> [The Director of Student Publications] and his staff and the faculty advisers, or departmental representatives, are charged with the responsibility of implementing policies originated by the SPSC [Student Publications Sub-committee], approved by the Undergraduate Educational Policies Council, approved by the University Senate, and ultimately accepted by the Board of Trustees if the University Senate Agenda Committee determines all such steps are essential in specific instances. The SPSC may advise, at his/her request, the Director of Student Publications.
>
> . . . .
>
> The Director of Student Publications and the appropriate faculty adviser of the *Daily News* and *Orient* [yearbook] may make an emergency interim appointment of an editor. The SPSC will be asked to approve such appointments if they are to continue beyond the next meeting of the SPSC.
>
> The Director of Student Publications, as an ex officio member of the SPSC, is to call the initial organizational meeting of the SPSC each autumn, and is to maintain the sub-committee's permanent files, and act as communications channel for the SPSC. He is to receive and transmit to the member of the sub-committee applications for editor of the *Daily News* and *Orient.*
>
> . . . .
>
> Faculty advisers advise students but do not engage in actual editorial decisions. A faculty adviser will not assume financial responsibility for deficits or losses incurred by student publications. . . . The Director of Student Publications appoints faculty advisers for the *Daily News* and *Orient.* Department heads or

> administrative personnel appoint advisers for other student publications or student groups recruit them. . . . During the spring quarter the adviser and newly elected editor will prepare a recommended budget. . . . Upon the recommendation of the faculty adviser, the Director of Student Publications may recommend to the SPSC that a student editor be removed from office for failing to produce the publication according to an established production schedule.

Editor's Authority and Responsibility

Generally the wording of the governing document will specify clearly that the editor has the ultimate authority for what is published and that he or she is to respond to questions, complaints, and criticisms of the publication's content. The editor's relationship to the board should be specified and any duties the board requires of the editor should be stipulated.

Of the governing documents reviewed in preparing this monograph, most did not specify responsibilities or powers of their editors. The omissions usually suggested that editors were leaders of their publications and were responsible for their publications in general except for specific items delegated to other persons by the governing document. A middle ground between omission of editors' duties and overly detailed lists is advisable. Ball State University's three-page typewritten policy document contains the following statements about editors:

> The student editors of the *Daily News* and the *Orient* [yearbook] and their faculty advisers are entitled to vote on appointments of editors to these publications.
>
> Editors of the *Daily News* and *Orient* may be dismissed from office only by vote of the SPSC [Student Publications Subcommittee].
>
> Editors and managers of student publications are protected from suspension and removal because of student, faculty, staff, administrative or public disapproval of editorial policy or content.
>
> Students staff members solely are responsible for all editorial content of the student publications. Student staff members, in consultation with their faculty advisers, may expend funds through appropriate channels from their designated budgets.
>
> During the spring quarter the adviser and newly selected editor [of the yearbook] will prepare a recommended budget.
>
> During the spring quarter the newly selected editor and the faculty adviser [of the newspaper] will prepare a publishing schedule, rate cards, and trial operating budgets.

Pacific Lutheran University has a very detailed list of powers and duties in its governing document. Ten specific points covering three-fourths of a typewritten page are specified for the newspaper editor; eleven points nearly as long for the yearbook editor; and four points covering one-fourth page for the creative arts magazine editor. The PLU document is contained in Chapter 8, Sample Governing Documents.

Selection of the Editor and Staff

One universal responsibility of all boards of student publications is to select the top editor of the publications. Beyond that duty, responsibilities vary. Some boards also select the business manager and others select nearly all top staff members—department heads and editors—or all paid staff members. Some boards are required to approve the editor's choices for his or her top or paid staff members.

Statements about selecting editors or staff members may be detailed and specific about class rank, grade point average, and other qualifications for specific positions. Other documents specify only a bare minimum and assume that the board will exercise care in making its selections and in approving the editor's staff. One example statement says merely:

> The Board shall appoint the editor and contract business manager of *The Post*. The Board may dismiss the editor, or contract business manager for misfeasance, malfeasance or nonfeasance. All persons in paid positions on *The Post* staff shall be students currently enrolled and in good academic standing. Good academic standing is understood to mean that the student is not on academic probation.

The Pacific Lutheran University document reprinted in Chapter 8 also has a detailed listing of points on the selection and qualifications of editors (Sections VII A and B).

The extent to which the board acts in selecting staff members for the publications depends greatly upon the nature of the institution and its student body. In a large university, for example, an editor who has worked on the publication two or three years and who is charged with leading the publication may be in a better position to select top staff members than is the board. In a small liberal arts college, board members may be intimately acquainted with candidates for staff positions and be able to make appointments that overcome petty jealousies or that recognize staff needs the editor cannot foresee. The editor, as staff leader, should be able to get along with staff members with a minimum of conflict and confusion and so should be given a strong voice in appointments even if the board makes them.

Often a publications board will attempt to force the publication, especially the newspaper, to reflect a balanced view of all constituent groups on the campus. This is virtually impossible, primarily because any publication is bound to reflect its staff, and the staff will be composed of people interested in journalism or publications. Editors and staff members certainly should be aware of and sensitive to the interests of the varied groups on campus, both organized and casual, report their newsworthy activities, and try to enlist members of these groups to work on the publication's staff. But the publication still will represent the interests, abilities, and enthusiasms of its staff, not the student government, the Greek council, or the student body as a whole.

Removal of Editor and Staff

Persons who do not perform their duties must be relieved of their positions. The First Amendment rights that students at public colleges enjoy make it very difficult to remove an editor unless there is a specific complaint or charge and then due process is followed scrupulously. The quality of the publication cannot be grounds for removal, nor can disapproval of news or opinions published, poor taste, incorrect grammar, and similar faults that cause embarrassment to college presidents and departments of English. (See Trager and Dickerson, 1979:33, 36, 38, for a detailed discussion.)

Grounds for dismissal of an editor should be as clear as possible. The Ohio University document specifies "misfeasance, malfeasance or nonfeasance," all clearly understood legal terms that would require specific charges and a hearing before the board under the university's due process procedure. The charges would have to be matters of substance and severity, not minor complaints from staff members, readers, or university administrators. The board would be keenly aware that any misstep in a removal proceeding would result in legal action against it and that it must give a full and fair hearing to the editor before making its decision.

The Ball State document specifies only one ground for dismissal of an editor, "failing to produce the publication according to an established production schedule." This narrow statement requires a single, observable offense be committed for dismissal and protects editors from threats against their press freedom on grounds of poor quality, controversy, unpopularity, or disapproval of editorial content.

Private institutions may prefer not to specify grounds or procedures for dismissal, even though in fairness to the student editors they should. Because they are not legally bound to due process and to according First Amendment rights to students, the absence of stated regulations permits them great latitude in dealing with any situation. A written statement would limit them by bringing them under the purview of contract law. Student editors, however, should not be subjected to editing their publications under the threat of removal for permitting controversy to arise on the printed page, for suggesting improvements in college policy through editorials, or for publishing other materials that may make some administrators uncomfortable. Just as boards at public colleges should be very careful in removal proceedings, those at private colleges should resist all temptations to make summary dismissals. The governing document should be framed to cover most possible eventualities and to alert the editors to causes for dismissal.

If the college or university does not have an established procedure for due process in its student judiciary or discipline machinery, the student publications governing document should establish one. Just as private colleges have an ethical obligation to accord students First Amendment freedoms, they have an equal obligation to accord them due process.

Board Chair

The governing document must specify how the board chair is chosen. All conceivable possibilities have been found in governance documents, and the framers on each campus must choose the method that will work best in their situation. Several possibilities are discussed here.

First, the board can elect its own chair. This most democratic and flexible procedure is not without its complications, however. On some campuses, students and administrators believe they should not be chair. Students often feel they have neither the respect, support staff, nor the facilities to handle the position. Administrators frequently think that if they are chosen the chair, it may appear that they are in a position to control or censor publications. In these situations, the position of chair usually falls upon one of the few faculty members on the board, frequently for a long term. However, at East Carolina University, the chair is a student elected by a majority of the board and is supported by a professional secretary assigned by the dean of student affairs to perform the secretarial duties of the board.

The Publications Board of the University of Oklahoma elects its own chair from the voting faculty members of the board, but the chair can vote only in case of a tie. The chair of the Faculty-Student Committee on Wartburg College Student Publications must be a faculty member who is not the adviser to any student publication. At Ohio University and Pacific Lutheran University, the chairs are elected from the voting members of their boards.

Second, the chair can be appointed by a person or officer designated by the document. At Texas Tech, the chair is a faculty member appointed by the president as an ex officio, nonvoting member of the Student Publications Committee. The chair of the University Publications Board at Sam Houston State University is selected by the university president. Student-Faculty Boards at Eastern Illinois University, including the Communications-Media Board and the Publications Board, have a faculty co-chair designated by the faculty senate and a student co-chair designated by the student senate. The Communications-Media Board governs the student newspaper, radio-TV station, and debate team. The Publications Board governs all student publications that receive student activity money (except the student newspaper), principally the yearbook and a magazine.

Or third, the document can designate a chair. At the University of Kansas, the dean of the school of journalism or a representative appointed by him or her is chair of the University Daily Kansan Board. The chair of the Board of Student Publications, which governs only the newspaper at the University of South Florida, is the assistant to the vice president for student affairs. He or she is designated liaison officer for student publications, and presides without voice or vote. At Indiana State Univeristy the document designates the director of student publications, appointed by the university president, chair of the Student Publications Board. The editor-in-chief of the *Daily Collegian* is designated chair by the Constitution of the Publishing Board of the Massachusetts *Daily Collegian;* the technical adviser is designated the board's secretary.

Many considerations will affect the selection of a chair and whether or not the chair has a voice and a vote in the board's business. Even though publishing boards are different from usual university committees, they will follow most of the same procedures and usually will fit the general overall committee pattern. Local campus tradition will greatly influence selection procedures for and authority of the chair. Framers of the governing document should take special care in deciding how the chair will be chosen and will be expected to lead the board.

Incorporated Publications

Many college newspapers have filed articles of incorporation in the belief that once incorporated they are independent from their universities and therefore have more freedom. Ingelhart (1973) points out that true independence means being separated financially and physically from the institution and that as long as there is a subsidy of any sort (e.g., rent-free offices, free utilities, a university-paid adviser, university-affiliated board members, etc.) there cannot be independence. There are no degrees of independence, Ingelhart asserts; either your publication is independent or it is not.

Trager and Dickerson (1979:58–59) point out that incorporation can have an effect upon liability:

> The most common form of liability is vicarious liability (also known as *respondeat superior* or imputed liability). The theory behind vicarious liability is that a master (in this case, the university) is liable for the wrongful acts of its servant or agent (newspaper) [*Black's*, 1968: 1475]. Three elements necessary for a finding of such a relationship are consent, benefit and control.
>
> Consent comes in various forms, such as recognition of the paper as a student activity, recognition through financial control, distribution privileges, or simply a written acknowledgment of the newspaper's operation on campus. Benefit is unlikely to be financial, but may be educational or informational. Control may be found in approval of contracts, use of facilities and services, or even a set of rules and regulations for distribution. The administration, however, cannot control the content of publications, and even financial control is not as strong as that of a private publisher. The control element, therefore, is tenuous, but courts may find a sufficient amount for purposes of vicarious liability.
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> . . . .
>
> Incorporation does not free a university from liability in all instances, but it does minimize the risk to the pocketbook of student publications which have become incorporated. It would still be possible for a court to 'pierce the corporate veil' if the university is found to have any control over the incorporated paper. It is possible for an incorporated publication to have the

necessary strings with the university for vicarious liability to be found. Some courts will overlook the legal separation and find the financial dependence enough to hold the university still liable. To help minimize the risk of courts undoing this legal fiction of incorporation, the university can make sure that (1) the formalities of corporate separation are rigorously adhered to, (2) the newspaper purchases its own liability insurance—a sign of financial independence, (3) a disclaimer is published in the newspaper stating that the views are not necessarily those of the university, and (4) the statement of purpose in the charter includes a clause about the separateness of editorial control ['*Note*,' 1973: 1075].

The benefit of incorporation to the corporation itself is that a corporation carries the privilege of limited liability. The newspaper would not be liable for more than its assets.

"Unofficial" Student Publications

Students at public universities have a right to establish and distribute publications on their campuses so long as they do not violate reasonable restrictions as to time and place of distribution and do not disrupt the educational process. They can start publications, keep them going, or become financially bankrupt without approval of state college authorities Nevertheless, the governing board at a state university may want to provide a mechanism for the establishment and recognition of new publications.

The Ball State policy statement provides three points for "Other Student Publications":

1. Other student publications are organized according to programs and objectives of various academic and administrative agencies as well as student organizations.
2. Responsibility for budgeting and staff appointments is assigned to the sponsoring agency or organization.
3. All such publications are invited to seek technical advice and assistance from the faculty of the Department of Journalism.

A new publication started by a campus organization or an ad hoc student group that just wanted to publish an occasional paper or magazine probably would not want to subject itself to governance by a college publications board. On campuses where organizations, including publications, can petition for student activity funds, a publication may permit itself to be governed by the student activities board or the publications board in return for financing that could be the difference between survival and extinction and in return also for advice and direction that could provide continuity by assuring that editors and staff members for succeeding years will be selected by the board.

In public universities, governance must be optional at the request of the publication and its staff. Private universities can require new publications to register with the appropriate student activities or publications board and to observe established regulations.

6 Staff and Operations Manuals

A governing body cannot become involved in routine or daily operation of publications; nor can it be editor or publisher of them. The board, therefore, should establish or foster the establishment of mechanisms for efficient and effective operation. Advice and direction from the board may be needed by some student staffs in establishing routine policy and operating procedures. At other colleges, the student publications director or adviser may lead development of policy and procedures with little direct assistance from the board. In some cases the board itself may be the agency that develops operating policy and procedures.

A qualified adviser, a staff training program, and a staff manual are all important in fostering continuity, consistency and efficiency in a publication. The manual should be thorough enough to cover important areas of operation but not so detailed as to become too cumbersome to use. A staff manual usually will cover editorial, business, and advertising operations.

Editorial Operations Guidelines

A good staff manual will deal extensively with editorial operations of the publication, including job descriptions and qualifications for each position, and will provide information on how these selections are made. It also will describe editorial policy, editorial board operation, newsroom or office operation, and other functions that all staff members should know. Items in a staff manual's table of contents could look like this:

Student Publications Policy

Purposes and Objectives of the Publication

Staff Organization (positions, job descriptions, duties and responsibilities, qualifications, selection method)

Editorial Board (members and operation)

Editorial Policy

- Compensation Guidelines
- Newsroom or Office Operation
- Professional and Technical Staff Support (general manager, operations manager, production manager, business manager, advertising manager, other full-time paid employees)
- Adviser's Role and Responsibilities
- Relationship of Publication to Journalism Department
- Newsgathering Procedures, or How to Approach Sources
- Preparing Copy and Marking It Properly
- Writing Guidelines
- Style Rules (or additions to AP or UPI stylebooks)
- Editing Rules and Guidelines
- Copyfitting Information
- Wire Services
- Staff Awards
- Codes of Ethics
- Glossary

Business Operations Guidelines

Business operations may include selling subscriptions and single copies of the publication, collecting portrait sitting fees, invoicing and collecting for advertising, handling staff payrolls, depositing and disbursing funds, keeping required records, budgeting, budget management (following university purchasing and bidding procedures), and other similar activities.

The business portion of the staff manual may contain sections on:

- Business Policy (credit, purchasing, other policy)
- Business Staff Organization and Positions (job descriptions, duties and responsibilities, qualifications, selection procedure, compensation)
- Circulation
- Invoicing and Collection Procedures
- Deposit and Disbursement Procedures
- Accounting and Record Keeping Procedures
- Bidding and Contract Requirements

Advertising Operations Guidelines

A different section of the staff manual deals with advertising. A publication should have an advertising acceptability policy or a statement of advertising standards as well as a description of the advertising staff positions, qualifications, and methods of selection and compensation. Most states also have legal requirements for political advertisements, (e.g., identifying who pays for the ad). All of this information should be included in the staff manual.

One of the most succinct statements of advertising policy is contained in the Ball State University governing document: "Any merchandise or service which may legally be sold to or used by students may be advertised in student publications."

Texas Student Publications at the University of Texas at Austin has a much longer statement, part of which is:

> To protect the interests of readers and advertisers, Texas Student Publications has adopted a code of advertising acceptability standards which applies to all publications under its jurisdiction. These standards serve to protect the reader from the potentially harmful effects of misleading, inaccurate, fraudulent, doubtful, or ambiguous representation, and dishonest or unfair competitive statements. These standards also serve to prevent the effects of bad advertising from destroying reader confidence in the medium and in the good advertising which it carries.
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> Here are the general standards which govern the acceptability of advertising by Texas Student Publications:
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> 1. TSP does not accept advertising which, in its judgment, contains attacks of a personal, sexist, racial or religious nature, or which reflects unfavorably on competitive organizations, institutions, or merchandise. No advertising will be accepted which subjugates either sex to an inferior role.
> 2. TSP does not accept any advertising submitted in the expectation of receiving publicity in news or feature columns.
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> . . . .
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> 5. TSP does not accept any display advertisements having freakish layouts and advertisements of such size that the depth is not equal to the width: e.g., eight-column by one-inch ads will not be accepted.
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> . . . .
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> 7. No advertising shall be accepted which resembles news matter in *The Texan*. If a type resembling standard body type is used, a border will be placed around the ad and the word "Advertisement" will be clearly defined at the top of the ad. Headlines shall not be standard news headline type.
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> . . . .

9. Regarding opinion advertising, the policy of TSP on advertisement of political and social views is to keep its columns open to those who wish to express a particular point of view, no matter how widely divergent it may be from that of the editorial stand of its individual publications, as long as such advertising does not advocate the violent overthrow of the local, state and federal government. Full identification of the sponsors of an opinion advertisement is required. In general, names of two or more of the officers of the organization must appear in the advertisement, as well as the address of the advertiser. If the names of other persons are to appear in the advertisement, the advertiser must furnish evidence that all such persons have given permission for use of their names.

The policy concludes with a description of how ads are reviewed and how judgments may be appealed.

Many colleges continue to reject ads for tobacco, alcoholic beverages, abortion referral services, feminine hygiene products, contraceptives, research and term paper services, and for products or services from advertisers who are not known to the staff. Until new businesses have established credit in the community, usually it is wise to require them to pay for their ads in advance. Staffs should not assume that because a national agency places an ad that the company is solvent and will pay its bills.

A staff manual may include items such as these in its table of contents under advertising:

Advertising Policy

Legal Requirements for Political Ads

Advertising Staff Organization and Positions (job descriptions, duties and responsibilities, qualifications, selection procedure, compensation)

Advertising Procedures (sales contacts, contracts, insertion orders, tear sheets, make good rules)

As staffs and budgets grow larger and more complex, the need for a staff and operations manual grows geometrically. Editors, staff members, and advisers can draw upon their experiences in preparing a manual that addresses the situation on a given campus, and they can make their manual more thorough and more useful by reviewing manuals from other institutions. An effective staff manual is valuable both for training incoming staff members and as a quick reference guide for experienced editors and managers. It should be specific, detailed, and thorough, but not unwieldly or overly prescriptive.

7 General Guidelines for Student Publications and Publications Boards

Features, philosophies, and legal aspects of governing structures for college student publications have been discussed at varying lengths in this monograph. Beyond legal principles and a few ethical foundations, colleges and universities must analyze their own situations carefully and decide what approach will most effectively govern their publications, as has repeatedly been emphasized throughout.

Student Publications Programs

Every college should devise a student publications plan or program that fits its specific philosophy, needs, students, and faculty. Ingelhart (1973:16-17) concluded his treatise on student publications with a set of twenty generalizations about student publications philosophy, governance, and operation. These offer useful guidelines for considering those factors to be dealt with in establishing or revising a governing structure for student publications.

From The College and University Campus Student Press

It is clear that no single student publication plan can be prescribed for American colleges to follow. Indeed, it is certain that a dozen or so basic plans could be suggested—but an exceptional plan by a college could surpass any of these patterns in terms of effectiveness. Several generalizations can be drawn, however.

First, the campus student press is a firmly established and accepted part of American higher education.

Second, by law and by precept, the campus student press should be published with no requirement for prior approval of content being made by the university.

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Fourth, the Board of Trustees should adopt a general policy statement indicating its support of a free campus student press and the relationship of the publications to the university.

Fifth, a board of publications including adequate membership by student staff members and advisers should develop the statement accepted as university policy by the Board of Trustees and additional policy guidelines for publications. This board would thus be a policy agency and not a supervising or administrative board.

Sixth, each student publication staff should have a qualified adviser, preferably a member of the journalism faculty.

Seventh, adequate instruction in journalism skills and concepts should be made available to student staff members. Preferably this should be accomplished through an academic journalism program whenever possible.

Eighth, a student publication could be organized as a student club, or as an administrative unit, or as an auxiliary enterprise, or as a non-profit corporation. If the corporate arrangement is utilized, the articles of incorporation should indicate clearly the relationship of the publication to the university. Generally, student publications should be related structurally to the journalism instructional program.

Ninth, a stable and adequate plan for financing each student publication should be devised. The most efficient and economical plan is an allocation from student fees. Most student publications should utilize other sources, particularly advertising. Whimsical antagonisms of student government cannot be allowed to manipulate fee allocation levels to the publications. The fee allocation should be high enough to provide copies of newspapers, yearbooks, or magazines to all students wanting them without additional charge. Publications should be entitled to sell subscriptions to non-students; however, subscription sales to students is far too inefficient a plan to provide sufficient financial stability for student publications.

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Tenth, student publications generally should not be associated structurally with student government.

Eleventh, careful study of each college and each of its student publications would be necessary before reliable advice of structuring the student publications program could be recommended.

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Fourteenth, the faculty adviser should . . . be designated . . . to conduct the fiscal management functions. . . . He can be the rallying person providing for the continuity and traditions of each publication. In no case would his service extend to editorial or content control; nor would he be allowed to approve content prior to publication.

……

Sixteenth, the student publication should be asked to carry a statement in each issue indicating it speaks only for the student members of its staff and not for other students or the university.

Seventeenth, the student publications should be encouraged to accept diverse opinions of non-staff students for publication.

Eighteenth, adequate housing and facilities should be available to each student publication on campus.

Nineteenth, student publishing efforts other than the newspaper, yearbook, and magazine should be free to proceed without administrative interferences.

Prohibition of Censorship

An appreciation for and understanding of freedom of the press in a free society is also useful when building a governing structure. John Ciardi wrote in the September 11, 1965 issue of *Saturday Review* that Tufts University has "the best statement I have ever seen on university policy toward student publications." Addressing, specifically, freedom for students and the undesirability of censorship by the administration, Ciardi suggested that other colleges might benefit from Tufts' announcement of "its own clear and principled reasons for refusing to censor student publications. . . . I shall insist that the Tufts Plan is compulsory reading for all college and university administrators who have any serious intent as educators." Although instructive, the 1965 statement is not presently considered to be in effect as policy. Publications at Tufts in 1979 do not have faculty advisers and "the university [administration] does not have any interest in exercising either editorial or news control," according to Thomas T. Winant, Dean of Students. The text of the 1965 statement follows.

Tufts University Statement

It is the duty of editors and advisers to keep student publications at a level that brings credit to the University. This responsibility lies initially with the board of editors of each publication, which considers all the material submitted and whose approval is requisite for publication. The board of editors will wish to consult closely with its adviser reasonably in advance of printers' deadlines, and whenever any doubt remains with respect to suitability for publication the board of editors will discuss the doubtful matter with an advisory committee.

A University literary publication exists to provide an experimental ground for the efforts of writers who have yet to achieve the balance of technique and experience. Such writers, moreover, are likely to be moved by powerful emotions. In the history of all literatures the madmen have shared at least equal honors with the calmly reasoned.

It sometimes happens that the disproportions of student writing, as they spring onto the page from the unmanaged or half-managed compulsions of the writer, offend the more literal and less venturesome attitudes of the community. It can follow then that the "image" of the University will suffer in the eyes of the community; particularly so since this difference between the language-intoxicated young seeker and the more stable community around him is one that can be readily distorted to sensationalism by rumor and journalism.

The University is a stable and central member of that community. But in its dedication to ideas and to their pursuit for their own sake it must also stand *in loco parentis* to the young man, and even to the young madman who has plunged into the wild sea of language and experience in the hope of floundering toward some vision of life.

Unless we are prepared to defend him at those times when his compulsion toward the honesty of his vision, no matter how mismanaged, brings him into conflict with the more sedate views of the community, we cannot wish him well in his seeking, nor can we fulfill our purposes as a University.

The University, therefore will not act as a censor. The right to publish student and other writings is vested in the principal editor of each of the three student publications and three faculty advisers whose decision is subject to no revision by the University. These editors and advisers have been chosen in good faith and we cannot fail to believe that they will act in good faith. It is the University policy, moreover, that in case of a tie vote the final decision shall rest with the student editor.

The University is aware that a decision so reached may not be the decision the faculty and the administration would have reached. It is even conceivable that a decision so reached may be embarrassing to the University. Freedom, however, must include not only the freedom to choose, but the freedom to make honest mistakes when personal conviction is at stake. The University believes that its enduring function is better served by freedom than by censorship.

Rights and Freedom of Students

In the early 1960s, the American Association of University Professors developed a Statement on Faculty Responsibility for the Academic Freedom of Students, which contained a section on Freedom of Student Publication (*AAUP Bulletin*, Autumn 1964:255-56). The committee that drafted that statement began discussions with representatives of other educational organizations to formulate a joint statement on student rights and freedoms. In November 1966, thirty-three representatives from ten national educational organizations met and concurred in a proposal to establish a joint committee to draft a statement for possible joint endorsement.

The joint drafting committee met in June 1967 to draft the statement, which was first officially endorsed by the U.S. National Student Association at its congress in August 1967. The other endorsers were the Association of American Colleges, the American Association of University Professors, the National Association of Student Personnel Administrators, the National Association of Women Deans and Counselors, the American Association for Higher Education, the Jesuit Education Association, the American College Personnel Association, the Executive Committee, the College and University Department, the National Catholic Education Association, the Commission on Student Personnel, and the American Association of Junior Colleges.

Official interpretations of the provisions of the Joint Statement and consultation and mediation services are available through the Executive Secretary, Joint Commission on Rights and Freedoms of Students, Suite 500, One Dupont Circle, Washington, D.C. 20036. As guidance for persons framing publications governance documents, the provisions of the Joint Statement on student publications follow:

Joint Statement on Rights and Freedoms of Students

Preamble

Academic institutions exist for the transmission of knowledge, the pursuit of truth, the development of students, and the general well-being of society. Free inquiry and free expression are indispensable to the attainment of these goals. As members of the academic community, students should be encouraged to develop the capacity for critical judgment and to engage in a sustained and independent search for truth. Institutional procedures for achieving these purposes may vary from campus to campus, but the minimal standards of academic freedom of students outlined below are essential to any community of scholars.

Freedom to teach and freedom to learn are inseparable facets of academic freedom. The freedom to learn depends upon appropriate opportunities and conditions in the classroom, on the campus, and in the larger community. Students should exercise their freedom with responsibility.

The responsibility to secure and to respect general conditions conducive to the freedom to learn is shared by all members of the academic community. Each college and university has a duty to develop policies and procedures which provide and safeguard this freedom. Such policies and procedures should be developed at each institution within the framework of general standards and with the broadest possible participation of the members of the academic community. The purpose of this statement is to enumerate the essential provisions for student freedom to learn.

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IV. Student Affairs

In student affairs, certain standards must be maintained if the freedom of students is to be preserved.

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D. Student Publications

Student publications and the student press are a valuable aid in establishing and maintaining an atmosphere of free and responsible discussion and of intellectual exploration on the campus. They are a means of bringing student concerns to the attention of the faculty and the institutional authorities and of formulating student opinion on various issues on the campus and in the world at large.

Whenever possible the student newspaper should be an independent corporation financially and legally separate from the university. Where financial and legal autonomy is not possible, the institution, as the publisher of student publications, may have to bear the legal responsibility for the contents of the publications. In the delegation of editorial responsibility to students the institution must provide sufficient editorial freedom and financial autonomy for the student publications to maintain their integrity of purpose as vehicles for free inquiry and free expression in an academic community.

Institutional authorities, in consultation with students and faculty, have a responsibility to provide written clarification of the role of the student publications, the standards to be used in their evaluation, and the limitations on external control of their operation. At the same time, the editorial freedom of student editors and managers entails corollary responsibilities to be governed by the canons of responsible journalism, such as the avoidance of libel, indecency, undocumented allegations, attacks on personal integrity, and the techniques of harassment and innuendo. As safeguards for the editorial freedom of student publications the following provisions are necessary.

1. The student press should be free of censorship and advance approval of copy, and its editors and managers should be free to develop their own editorial policies and news coverage.

2. Editors and managers of student publications should be protected from arbitrary suspension and removal because of student, faculty, administrative, or public disapproval of editorial policy or content. Only for proper and stated causes should editors and managers be subject to removal and then by orderly and prescribed procedures. The agency responsible for the appointment of editors and managers should be the agency responsible for their removal.

3. All university published and financed student publications should explicitly state on the editorial page that the opinions there expressed are not necessarily those of the college, university, or student body.

Further Newspaper Guidelines

Gibbs (1971) proposed these guidelines for college student newspapers. They can be helpful when developing a governing document.

From The Student Press: Guidelines for College Administrators

1. The function of the college student newspaper should be clearly defined and agreed on by the students, faculty, and administrators within the college community.

2. The function of the college student newspaper, as it relates to student freedom of expression, is parallel with the function of

the commercial newspaper, i.e., both serve to inform, educate, and entertain their readers.

3. The student newspaper should not be considered as an official publication of the college or university.
4. Students attending state colleges and universities do not forfeit their constitutional rights of freedom of expression.

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6. Student newspaper editorial policies that promote the lawful educational goals of the college or university are viewed as desirable by the courts.
7. A publications board, composed of students, faculty, and administrators, offers the best method for providing guidance and leadership for the college student newspaper activity.
8. Student newspaper editorial freedom of expression requires student responsibility for presenting news and opinion accurately, fairly, and completely.
9. A professionally competent adviser for the student newspaper staff is desirable for both students and the college administration.
10. The college student newspaper is primarily a medium of communication for students; other opportunities made possible for students who participate in newspaper activities, such as formal course instruction in writing and technical skills, are secondary.

Summarizing Guidelines for Publications Boards

A summary of considerations in establishing boards of student publications was informally presented by William F. Johnston, publisher and editorial adviser to student publications at the University of Washington, at a 1969 meeting of the Pacific Coast Publications Managers Association. By request he later summarized them in written form. Dated April 3, 1969, they are still useful to persons establishing or reviewing a board.

Representation

A publications board should represent effectively the major partners in the university community—the student body, faculty and administration. Each has a legitimate interest in the performance of the student press. The considered views of each should be heard regularly and weighed carefully in the continuous evolution of publication policies. Students should have a majority vote, but issues seldom will be decided by student vs. establishment divisions if each partner truly participates.

Delegated Authority

Each partner should delegate full authority and responsibility for supervision of student publications to the board. The university president and the student government may retain—by law, custom or sheer determination—certain unavoidable review responsibilities. If the board is to function adequately, however, each partner must agree at the outset that its interests must be entrusted to its board representatives, that representatives must be selected who merit this trust and that board decisions may be reversed only in extreme circumstances as a last resort.

Structure

A publications board should be designated officially as the agency established to centralize authority and responsibility for student publications assigned to its jurisdiction. Its jurisdiction should be defined originally or modified subsequently by the partners who establish it.

Faculty and administration members should be appointed by the university president. Student members might well be appointed by the student body president with the approval of the student governing body. Student government should be represented but not dominant. The journalism or communications faculty should have permanent representation.

The board's voting membership should be small enough to encourage full discussion, regular attendance, and decisive action, but large enough to provide adequate representation. Seven or nine voting members constitute a cohesive board in most situations. Ex officio memberships should be established to provide liaison and particular expertise. For example, the professional manager employed by the board, the editorial adviser, the director of general student activities and financial officers of both the administration and student government are likely candidates for ex officio membership. Student editors and managers should not be members of the board which employs them, except possibly on an ex officio basis, but should have standing invitations to participate in board meetings which interest them. Editorial boards drawn from publication staffs should be considered for official, ex officio, or informal representation.

The board should elect its own chairman. It should establish or change its own bylaws, subject to approval of the university president, the student governing body and possibly the faculty senate. It should develop statements of policy or procedures which it can alter by majority vote without the approval of the founding partners, providing that these statements are consistent with the bylaws.

Continuity

Continuity in board membership should be assured in the bylaws. Student members should be appointed for staggered terms. Faculty and administration members should be appointed either for extended terms or with the understanding that reappointments will maintain experienced representation. A sweeping turnover in a board's membership is a major threat to maintaining a free and responsible student press.

Frequency of Meetings

A publications board should meet at least once a month, and additional special meetings should be called by the chairman or a majority of members as needed. A board which meets only occasionally or without a meaningful agenda cannot maintain attendance, cannot keep in touch with changing publications problems, cannot make sound decisions on basic policy and cannot deal with crises on the basis of calm judgment, sound philosophy and tested procedures. A board which does not meet regularly to fulfill meaningful obligations is inviting unilateral intervention by sponsoring partners.

Policy

In its bylaws and in supplemental statements of policy and procedures, the board should endeavor to define its basic authority and responsibility without meddling in the administrative functions of its manager or in the editorial prerogatives of student editors.

The board should specify its authority to appoint or dismiss student editors and managers. It should stipulate its relationship to the professional manager or editorial adviser and indicate what responsibilities it delegates to each. It should designate its authority and responsibility for finances and budgeting. It should endorse a recognized declaration on freedom of the student press. It should define in advance transgressions which would justify suspension or dismissal of student editors or managers and spell out procedures for hearings. It should clarify its intentions as to open or closed meetings.

Statements of policy and procedure need not be detailed, and perhaps should not be. They should be designed carefully to cover the most likely areas of conflict or misunderstanding in language specific enough to be useful and broad enough to be inclusive. Policies and procedures should be adopted by the board in periods of calm reflection for application in times of turmoil.

Performance

A publications board which is sound in structure and philosophy can measure its performance by how much it improves student publications and by how much trouble it avoids. A good board does not shrink from controversy or conflict but seeks to eliminate problems by anticipating them. One measure of a board's effectiveness is attendance. Another is the eagerness of outstanding student, faculty and administration representatives to win appointments. Perhaps the most important measure is the willingness of the founding partners to trust the board to make its own decisions in times of crisis.

8 Sample Governing Documents

This discussion and examination of governing possibilities is concluded with a presentation of ten governing documents. These governing documents—presented in whole or in part—represent both public and private institutions and two- and four-year institutions. Also included are general governing statements and an incorporation document.

Public University Documents

Student publications at public universities and colleges are governed by boards and committees that have specific responsibilities and duties and that represent clearly identified constituencies. Some boards and committees govern all all-campus publications or all publications that receive allocations from student fees. Other boards and committees govern a single publication.

University of Oklahoma

This is the longest, most detailed, and most specific of all the documents analyzed for this monograph. It may be too complex for most universities, but it offers many ideas for consideration.

Charter Governing Student Publications
at
The University of Oklahoma
As Approved by
The Board of Regents
of
The University of Oklahoma
October 18, 1973

Preamble

By authority of the Board of Regents and the President of the University of Oklahoma and on behalf of the University community, the Publications Board presents this charter governing specific

Student Publications, said charter representing the general framework of operations of the Publications Board.

Section I—Publications Board Authority

The Publications Board of the University of Oklahoma receives its authority from the University Board of Regents through the President of the University and the Vice President for the University Community.

Section II—The Publisher Function

The Board of Regents of the University of Oklahoma is the legal publisher of and has ultimate responsibility for the *Oklahoma Daily* and *Sooner* yearbook and such other student publications as may be established, recognized, financed, controlled, and directed by the publications Board, which Board is delegated the operating and policy-making responsibilities for such student publications.

Section III—The *Oklahoma Daily*

The *Oklahoma Daily* is a student newspaper with responsibility to the University community; secondarily, it provides opportunity for laboratory experience for students in the School of Journalism. The Publications Board has the responsibility for seeing to it that both these functions are performed.

In order to best serve the university community and fulfill the historic check and balance role a newspaper plays on government and society, the *Oklahoma Daily* must preserve its independence. Student newspaper editorial freedom of expression requires student responsibility for presenting news and opinion accurately, fairly and completely.

Section IV—The *Sooner* Yearbook

The *Sooner* yearbook is a student yearbook with responsibility to the university community. The Publications Board has the responsibility of seeing to it that this function is performed.

Section V—The Charge of the Publications Board

The single charge of the Publications Board is to assure, on behalf of the regents, the highest quality of publications under its direction for the entire university community. This charge implies these general powers and responsibilities:

A. Recommending, establishing, implementing, and monitoring sound editorial, fiscal, production, and personnel policies.

B. Long-range planning in all areas of responsibility.

C. Assuring due process when, in the judgment of the Board, a staff member acting on its behalf must be removed for cause.

Section VI—Regular Meetings

The Publications Board will meet no fewer than eight times during the academic year. Its first meeting of the new academic year shall be no later than during the third week of classes each fall semester. Dates shall be set by the chairman.

Section VII—Summer Meetings

Meetings shall be called by the chairman as necessary during the summer session. Because some members may be unalterably away from the University during the summer session, the chairman shall regard those who are reasonably accessible to the University as the total membership of the Board and shall alter accordingly the quorum rule, hereinafter detailed, during such periods.

Section VIII—Publications Board Membership

To represent fully the total community it is to serve, the Publications Board shall be composed of 12 voting members and 4 non-voting members as follows:

A. One member representing the University President (Appointed by the University President)

B. One member representing the faculty-at-large (Appointed by the President from nominations made to him by the Faculty Senate)

C. One member representing the University Employees' Council (Appointed by the President from nominations to him by the Council)

D. One alumni representative who is a member of the working press in the State of Oklahoma (Appointed by the President from nominations made to him by the Board of Directors of the Oklahoma Press Association)

E. The Director of the School of Journalism (ex officio, voting)

F. One member to represent the Journalism Faculty (Elected by the Journalism Faculty)

G. One member representing the *Oklahoma Daily* (A student who has held a major staff position on the *Daily*, elected by the fall *Oklahoma Daily* staff to serve one (1) year, beginning that fall)

H. One member representing the *Sooner* yearbook (A student who has held a major staff position on the *Sooner* and will be holding a major position during his term on the Board, elected by the *Sooner* yearbook staff each fall to serve one (1) year, beginning that fall)

I. One member representing publications-at-large (Selected by the Publications Board from students petitioning the Board for membership. This member must have held a major staff position on one of the publications published by the Board)

J. One member representing the student body (Appointed by the student body president, with the advice and consent of the Student Congress)

K. One member representing the student body (Elected at-large from the student body in the spring campus elections)

L. One member representing the Health Sciences Center (A student appointed by the President of the Health Sciences Center Student Council with the advice and consent of the Council)

M. The Director of Student Publications (ex officio, non-voting)

N. The Editorial Supervisor(s) (ex officio, non-voting)

O. The Editor of the *Oklahoma Daily*, during tenure in that position (ex officio, non-voting)

P. The Editor of the *Sooner* yearbook, during tenure in that position (ex officio, non-voting)

Section IX—Other Criteria for Board Membership

These additional criteria for Publications Board membership shall be applicable:

A. For student membership, each

1. shall be enrolled as a full-time student at the University of Oklahoma (excepting correspondence and extension credit work), i.e., be enrolled in the equivalent of no less than 12 semester hours (six in the summer) at the time of appointment,

2. shall be a student in good standing, i.e., not on academic or disciplinary probation,

3. shall have posted no less than a 2.0 grade point average in the long semester immediately preceding selection to the Board, shall have no less than a 2.0 cumulative grade point average, and shall maintain no less than 2.0 during the term of appointment,

4. shall not graduate from the University prior to completion of the term of appointment to the Board.

B. Additionally, the member representing the *Daily* shall have served at least one semester at the time of application in a major staff position on that paper, i.e., as a major staff writer or in a higher position.

C. The member representing the *Sooner* shall have served at least one semester at the time of application in a major staff position on that yearbook, i.e., as a section editor or in a higher position.

D. For the at-large position, the member must have served on the staff of the *Daily* or *Sooner*, as defined in B and C above.

E. For non-student members,

1. Faculty and staff must be employed by the University at no less than .75 time (including split appointments),

2. The alumni representative must have graduated from the University of Oklahoma and be an active member of the working press of Oklahoma.

Methods of selection are left to the appointing authority as approved by the Regents excepting the positions representing the *Daily*, *Sooner*, and publications-at-large. In the latter cases, the following procedures apply:

A. In addition to applicable student membership criteria above, the editor of the *Oklahoma Daily* shall accept nominations from qualified students during the first five days of publication of the *Daily* during the fall semester. He shall call a staff meeting on the sixth day of publication and those students holding the positions of copy editor and higher shall elect from among the applicants, recording the votes by name and transmitting in writing to the chairman of the Publications Board.

B. In addition to applicable student membership criteria above, the editor of the *Sooner* shall accept nominations from qualified students during the first five class days of the fall semester. The editor shall call a staff meeting on the sixth day of classes and those students holding the positions of section editor or higher shall elect from among the applicants, recording the votes by name and transmitting these in writing to the chairman of the Publications Board.

C. In addition to applicable student membership criteria above, the Publications Board shall accept applications for the position of publications-at-large member during five consecutive class days in the last full calendar month of the spring semester. The period is to be chosen by the chairman. The Board shall review all applications. A motion and second are necessary to vote on an applicant.

Section X—Terms of Office

Terms of student members of the Publications Board shall be one year. Appointment may not be successive. Terms of non-student members normally will be three years and can be successive. However, to provide necessary continuity on the Board, nonstudents term beginning in the Fall of 1973 shall be:

A. member representing the faculty-at-large—three years
B. member representing alumni and working press of Oklahoma—two years
C. member representing Employees' Council—two years
D. member representing Journalism faculty—one year
E. member representing University faculty—one year
F. member representing University President—one year

after which terms, each appointment will be for three years. All terms commence with the first fall meeting.

Section XI—Board Vacancies

If an unexpired term should occur, the chairman shall report the vacancy to the appointing authority and request a replacement. If a vacancy occurs with reference to *Daily*, *Sooner* or at-large positions, the previously detailed selection procedures shall be followed but in a different time frame as determined by the chairman.

A Publications Board member absent three consecutive meetings shall be declared ineligible for membership, his seat vacated, and the appointing authority requested to appoint a replacement.

Section XII—Board Chairman and Secretary

The Board shall elect its own chairman and secretary from the voting faculty members of the Board. The chairman shall vote only in case of a tie.

Election of the chairman is by routine nomination and election procedures. In the absence of the chairman from a meeting of the Board, the chairman may delegate powers and responsibilities of the chair to any eligible voting faculty member.

Election of the secretary is by routine nomination and election procedures. In the absence of the secretary, the chairman—permanent or temporary—may delegate the powers and responsibilities of the secretariat to any voting faculty member of the Board.

Section XIII—The Board Executive Committee

The Executive Committee is composed of the chairman of the Board, the director of the School of Journalism, and one student chosen by the Board from among the voting members of the Board. In the event that the director of the School of Journalism is elected chairman of the Board, the Board elects a third member from among its voting membership.

The Executive Committee is, in effect, the day-to-day publisher of the publications and exists primarily to see that the policies and procedures of the Board are carried out, and to settle disputes as follows:

When an editorial supervisor and an editor reach a point of disagreement on a matter which cannot be resolved between them, they shall take the following steps:

A. If the situation needs to be decided within a matter of a few hours, the editor or supervisor will call upon the Executive Committee to make a decision.

B. In cases where time is not a critical factor, the editor or editorial supervisor may request a 24-hour waiting period during which time at least one-half of the voting members of the Board will meet in emergency session to decide the question. A quorum of at least six voting members shall be present, and if fewer than six votes are cast on either side of the issue, the matter may be brought before the next meeting of the Board.

C. The editor or editorial supervisor may also request a "review" of a decision of the Executive Committee, and the Publications Board shall be required to meet within 72 hours following such a request. A quorum of at least six voting members shall be present; and if fewer than six votes are cast on either side of the issue, the matter may be brought before the next meeting of the Board.

D. In all such appeals the decision of the Board is final.

The Executive Committee is empowered to make emergency decisions of any kind in those areas in which the Publications Board has authority. Such decisions must be reported for its approval to the full Board at its next meeting.

Section XIV—Authority Over Publications

The Publications Board shall have direct supervision and control of the *Oklahoma Daily* and *Sooner* yearbook and other such publications as the Board may establish. It shall be the duty of the Publications Board to promulgate appropriate operating policies and procedures manuals for the publications under its control and to see to it that these policies and procedures are made available to Board employees and adhered to. The policies and procedures manuals should be reviewed for updating at least annually, and copies shall be provided the President, the Vice President for the University Community, and the Secretary of the Regents.

In addition, the facilities and equipment of the *Oklahoma Daily* and *Sooner* yearbook shall not be used for production of publications not recognized as publications of the Board or other official publications of the University.

Section XV—Authority to Establish, Consolidate, Discontinue

When, in the judgment of the Publications Board, conditions warrant such action, it may establish or discontinue any student publication under its control, subject to the approval of the President.

Section XVI—Properties and Funds

All properties, funds, securities, goodwill and titles of the *Sooner* yearbook, *Oklahoma Daily*, Journalism Press or the Publications Board held for the University of Oklahoma Board of Regents by the Publications Board shall be managed in accordance with the fiscal management policy of the University of Oklahoma.

Section XVII—Authority Over Business Affairs

The Publications Board shall have the power to govern directly or through its authorized representatives or employees the business affairs of the publications under the control of the Publications Board, provided that such governance is consistent with and participant in current University accounting, purchasing and contracting practices. The Board, or its designated employees, retain the power to set advertising and mail subscription rates, yearbook prices, and employee pay rates within appropriate University, administrative, state and national guidelines.

The Board shall be responsible for preparing annual operating and capital improvements budgets for the new fiscal year prior to June 1 of each year. Such budgets shall be forwarded through channels to the President as a recommendation, and an information copy of each budget supplied to the University Budget Council upon request.

The Board shall undertake a five-year capital improvement plan for the publications and facilities under its control and revise said plan annually as appropriate to reflect changes in priorities for such improvements.

The plan, along with estimated costs, shall be supplied to the Vice President for the University Community and to the President for their endorsement.

Section XVIII—Staff Organization

It shall be the responsibility of the Publications Board to determine the staff organizations of the *Daily* and *Sooner* and any other publication(s) which may be established by the Board.

Section XIX—Principal Employees of the Board

The principal employees of the Publications Board are the editors of the *Oklahoma Daily* and *Sooner* yearbook, the Director of Student Publications and the Editorial Supervisors of the publications.

Section XX—Selection of Editors

The following criteria must be met by applicants for the position of editor of the *Oklahoma Daily*:

A. Applicant must be a full-time undergraduate student at the University of Oklahoma (excepting correspondence and extension work), i.e., be enrolled in the equivalent of no less than 12 semester hours (six in the summer) at the time of application and during term of appointment.

B. Shall be a student in good standing, i.e., not be on academic or disciplinary probation.

C. Shall have posted no less than a 2.0 grade point average in the long semester immediately preceding selection to the position of editor, and shall have no less than a 2.0 cumulative grade point average.

D. Shall not graduate from the University prior to the completion of the term of appointment to the position of editor.

E. Shall have served at least one semester on the *Daily* in the position of news editor or higher.

F. Should have completed at least a course in law and ethics of journalism and at least be enrolled in an editorial writing course during tenure as editor.

G. Shall not hold an elective or appointive position in student government during tenure as editor.

The following criteria must be met by applicants for the position of editor of the *Sooner*:

A. Applicant must be full-time undergraduate student at the University of Oklahoma (excepting correspondence and extension credit work), i.e., enrolled in the equivalent of no less than 12 semester hours (six in the summer) at the time of application and during term of appointment.

B. Shall be a student in good standing, i.e., not be on academic or disciplinary probation.

C. Shall have posted no less than a 2.0 grade point average in the long semester immediately preceding selection to the position of editor, and shall have no less than 2.0 cumulative grade point average.

D. Shall have served at least one semester on the *Sooner* in the position of section editor or higher.

E. Shall have completed a course in law and ethics of journalism or take same during the first semester of tenure of appointment.

F. Shall not hold an elective or appointive position in student government during tenure as editor.

Applicants will execute the proper application forms at the specified filing times, appear before the Board for interviews at a time prescribed by the chairman, and certify by their signatures on the application forms that they have read, understand, and will uphold the policies and procedures pertinent to the positions for which they apply.

Voting on applicants for these positions will be done only for those that arise from a motion and second from voting members of the Board. Voting will be by ballot which the secretary shall record in the minutes of the meeting.

Terms of appointment for editors are:

A. One semester for the *Daily*.

B. One year for the *Sooner*.

Section XXI—Director of Student Publications

For the position of Director of Student Publications, the Board will interview applicants based on pre-determined criteria when this position is vacant. A two-thirds vote of the voting membership of the Board shall be necessary for hiring or dismissal.

The Director of Student Publications is delegated the following responsibilities by the Publications Board:

A. Principal fiscal officer of the Board with prime responsibility to effect prudent fiscal control over the Board's business.

B. Hiring and terminating personnel under his charge, specifically in the clerical, advertising, and production areas.

C. Maintaining adequate financial records and reporting to the Board non-routine developments and transactions.

D. The preparation and annual updating of a long-range plan for systematic growth of Student Publications and the preparation of an annual operating budget for the coming fiscal year to be submitted for Board approval prior to submission to other University authorities.

E. Being aware of the policies and procedures of the Board, to uphold them, and to recommend ways in which they can be strengthened.

Section XXII—Editorial Supervisors

There shall be an editorial supervisor for each publication under the control of the Publications Board. For the Editorial Supervisors' positions the Board will interview applicants based on predetermined criteria when the positions are vacant. A two-thirds vote of the voting membership of the Board shall be necessary for hiring or dismissal.

The Editorial Supervisors of the *Daily* and *Sooner* shall be delegated these general responsibilities:

A. Principal supervisor of the editorial content of the publications and the professional conduct of their staffs.

B. Awareness of the sensitive role the publications play in total University community.

C. Shall adhere to the principle that editorial freedom of expression is a basic requirement for the college publications. However, supervisors must realize that while college students possess the same constitutional rights of freedom of expression off campus as any other American citizen, their rights of free expression may be modified on campus by reasonably imposed institutional regulations, i.e., those policies which show no evidence of discrimination, deprival of due process, or abritrary and capricious action.

D. Understanding and adhering to the policies and procedures of the Board contained in this document and in the documents affecting publications over which they have supervisory responsibilities.

E. Shall assist the editors of the *Oklahoma Daily* and *Sooner* yearbook to understand the objectives of these publications and to fully comprehend their responsibilities and duties as editors.

Concerning the Editorial Supervisor Positions:

A. The Editorial Supervisors of student publications shall be members of the faculty of the School of Journalism (who shall be given reduced teaching loads to enable them to fulfill these positions) and employees of the Publications Board. They shall be appointed jointly by the Director of the School of Journalism and the Director of Student Publications with approval of two-thirds of the Publications Board. Their salaries shall be equally divided between the School of Journalism and the Publications Board. In matters pertaining to lab work, they shall report to the Director of the School of Journalism. In publication supervisory matters, they shall report to the Publications Board.

B. The relationship between the Editorial Supervisors and the staffs of the *Oklahoma Daily* and the *Sooner* yearbook shall be that of adviser and liaison between the Publications Board and the staffs. The relationship between the Editorial Supervisor and laboratory students shall be teacher-student.

Section XXIII—Other Personnel

The Board shall take an indirect role in the appointment of all other personnel related to the operations of the *Daily* and *Sooner* by:

A. Requiring the editors of its publications to present their staffs for approval by the Board.

B. Requiring that the Director of Student Publications present monthly a complete report of all personnel appointments and terminations.

Section XXIV—Due Process

In all matters relating to the discipline or dismissal of an employee of the Publications Board, care shall be taken to insure due process. Employees other than those directly hired by the Board shall have a hearing before the Publications Board upon request. Employees hired directly by the Board shall have similar opportunity for a hearing.

Section XXV—Parliamentary Procedure

The Publications Board shall establish its own parliamentary procedures, excepting quorum and proxy rules as follows.

For purposes of Publications Board meetings, a quorum is one more than one-half the voting membership of the Board, i.e., if there are 12 voting members of the Board, seven voting members present constitute a quorum. In all cases, six votes for or against a question is the minimum for valid action by the Board.

A proxy vote on questions before the Board may be cast by a voting member if the proxy is submitted in writing to the one who is to cast it and a copy filed with the secretary prior to the meeting of the Board.

Section XXVI—Amendments to This Charter

Provision of this charter may be amended by a two-thirds vote of the voting membership of the Publications Board. Such amendments will be effective only after approval by the Regents.

Austin Peay State University

A more concise constitution with bylaws comes from Austin Peay State University, Tennessee. Although the board includes two vice-presidents of the university, it is strongly a student and student publications board, with three editors, three publications advisers, and four other students, including the president of the Student Government Association, among its members. According to Sherwin Clift of Austin Peay, the document was approved June 1, 1966, and has been amended twice, in 1969 and 1976. It was based on a study and analysis of governance documents from numerous colleges and universities by a committee headed by Austin Peay's dean of students. A five-page statement of policy that accompanies the constitution and bylaws is not presented here.

Constitution and Bylaws of the Board of Student Publications of Austin Peay State University

Preamble

The right to freedom of speech and of the press is essential to a democratic society; however, this right is not without responsibility. Publications should adhere to the practical meaning of freedom in its historical context and in its application to the changing circumstances and problems of the present day. The very idea of democracy assumes the existence of an intelligent public opinion and the ability of the people to make sound decisions about social problems.

A student publication should be free and responsible. It should be an effective communication medium which constitutes an educational experience for those involved in its production. A publication may print what in its best judgment it deems proper; however, it must accept full responsibility for its product.

Austin Peay State University desires to maintain an environment in which there can exist a free marketplace of thought and in which students are at liberty to speak their minds on many subjects. To assure such environment on the campus, the Board of Student Publications has adopted the following Constitution and Bylaws and has enunciated a Statement of Policy wherein the purposes of the Board may be realized.

Article I—Name and Purpose

Section 1. The name of this board shall be the Board of Student Publications, hereinafter referred to as the Board.

Section 2. The purpose of this Board shall be to exercise supervision over student publications and to help maintain the best standards of collegiate journalism in student publications.

Section 3. The Board shall develop a written statement of policy to carry out the purpose as set out in Section 2 above. This statement must be approved by the President of the University.

Article II—Membership

Section 1. The membership of this Board shall consist of members selected as follows:

(a) Vice President for Student Affairs,
(b) Vice President for Development and Field Services,
(c) Editor of *The All State*,
(d) Editor of *Farewell & Hail*,
(e) Editor of *The Tower*,
(f) The adviser of each publication under the supervision of this Board,
(g) President of the Student Government Association,
(h) Three members of the student body appointed by the president of the SGA, and
(i) Two members of the faculty appointed by the President of the University

Article III—Officers

Section 1. The officers of the Board, elected from and by the Board to serve for one year, shall be a chairman, a vice chairman, and a secretary.

Article IV—Meetings

Section 1. The Board shall have power to fix the date of its regular meetings. At least one regular meeting shall be held every quarter of the regular academic year.

Section 2. The annual meeting of the Board for the appointment of editors for student publications shall be held not later than Spring Commencement of each year.

Section 3. Special meetings of the Board may be called by the chairman or upon the written request of four members of the Board.

Article V—Publications

The Board, under the provisions of this constitution and its bylaws, shall govern *The All State*, weekly campus newspaper;

the *Farewell & Hail*, yearbook; *The Tower*, an anthology of student writing; and all other student publications.

Article VI—Amendments

This constitution may be amended at any regular meeting of the Board by a two-thirds vote of the total membership provided that the proposed amendment has been published in *The All State* and that a written copy has been sent to each member of the Board at least two weeks prior to the time of voting. No amendment shall become effective until approved by the President of the University.

Bylaws

Quorum

Section 1. A simple majority of the Board shall constitute a quorum for the transaction of business.

Appointments of Editors

Section 1. The editor and the adviser of each publication shall recommend to the Board for its approval one or more students for editor-in-chief of each publication. Editors appointed shall assume their duties on Commencement Day and shall serve for a period of one year.

Section 2. Each candidate shall have an overall scholastic average of at least 2.25 at the time of appointment.

Section 3. Each candidate must be at least a sophomore at the beginning of the quarter he is to take office.

Section 4. Each candidate should have two quarters of experience on the publication for which he is a candidate before he takes office. In addition, candidates for the editorship of *The All State* should have successfully completed two quarters of journalism.

Section 5. Each candidate must be a full-time student. Staff members will be enrolled as students of Austin Peay State University.

Section 6. Each elected candidate cannot accept or hold high office in any other campus organization without prior approval of the Board.

Appointment of Board Members

Section 1. The three members of the student body appointed by the President of the SGA shall be named not later than the Spring Commencement of each year.

Section 2. The two faculty members shall be appointed by the President of the University not later than the Spring Commencement of each year.

Resignations and Vacancies

Section 1. Resignations shall be presented in writing to the chairman of the Board.

Section 2. Editorships and/or Board memberships that become vacant during the academic year shall be filled as necessary.

Removals

Section 1. The Board may suspend upon the written recommendation of the adviser any officer of a student publication. Within fifteen days of such suspension, the suspended officer may request a hearing before the Board.

Reports

Section 1. The Secretary will take the minutes of each meeting, making three copies, one for the Board, one for the Student Government Association, and one for the President of the University.

Amendments

Section 1. The bylaws may be amended as set forth in Article VI of the constitution.

Ohio University

At Ohio University the daily is editorially independent and is not connected with the School of Journalism.

Ohio University
Post Publishing Board

Preamble

The role of the Post Publishing Board is to assist *The Post* in its efforts to help meet the university community's communication needs and to provide maximum opportunity for educational journalistic experience. The authority of the Board is derived from a delegation of responsibility by the Office of the President. The scope of this authority is dictated by constitutional, as well as university, definition.

The following document defines the scope and duties of the Post Publishing Board in light of these necessities. It is designed to

assist *The Post* to conduct effectively both its business and news operations, to contribute to the communication process of Ohio University and to enhance the educational value for members of *The Post* staff.

Board Composition and Selection

The Post Publishing Board shall consist of eight voting members, all of whom are eligible to succeed themselves:

An undergraduate student selected for a one-year term.

A graduate student selected for a one-year term.

Two faculty members of the School of Journalism selected for three-year terms.

One person who may be either a member of the University faculty or the University administrative staff with expertise in business or financial matters, selected for a three-year term.

The Vice President and Dean of Students or that person designated by the Vice President and Dean of Students as having direct responsibility for the budget of *The Post.*

The editor of *The Post.*

A representative from the community recommended by the Board.

The Board is appointed by the President, upon recommendation of the Vice President and Dean of Students and the Director of the School of Journalism, as early as possible in the spring quarter. Terms of office shall insure continuity of membership. The Board shall select its own chairman.

Duties of the Board

The Board shall appoint the editor and business manager of *The Post.* The Board may dismiss the editor or business manager for misfeasance, malfeasance or nonfeasance. All persons in paid positions on *The Post* staff shall be students currently enrolled and in good academic standing. Good academic standing is understood to mean that the student is not on academic probation.

The Board shall approve the annual budget, submit it to the Vice President and Dean of Students, and supervise financial procedures and operations. The editor of *The Post* is responsible for preparing the detailed budget, for day-to-day financial management, and for submission of a written financial report to the Board at each regular Board meeting.

The Board shall hear complaints not satisfactorily handled by the editor. Complaints shall be submitted in writing to the Board, after which the Board will discuss the complaint and advise the complainant of its conclusions. Any decision to publish in *The Post* the findings in such cases remains the prerogative of the editor.

Recognizing the desirability and legal necessity of a free press on the Ohio University campus, the Board acknowledges that its responsibility in relation to the content of *The Post* shall be advisory and include:

1. Consulting with *The Post* editors in the development of a set of specific written internal policies which will serve as guidelines for making day-to-day editorial decisions and as orientation for new staff personnel.
2. Consulting with the editors to assure such policies are followed consistently.
3. Consulting with the editors to assure that personnel understand and abide by such generally accepted ethical responsibilities as those stated in the attached Code of Ethics of the Society of Professional Journalists, Sigma Delta Chi.
4. Consulting with the editors to assure maximum factual accuracy in *Post* content.
5. Attempting to have an understanding of why *The Post* handles news coverage as it does and providing periodic critiques of both general journalistic quality and specific content.
6. Making suggestions for additional coverage.

University of Kansas

At the University of Kansas, the daily newspaper serves as a laboratory for the School of Journalism and Public Information and as "the official newspaper of the student body."

The Constitution of the University Daily Kansan

The Constitution of the *University Daily Kansan* is like any other constitution: It prescribes the lines of responsibility and authority for governing and producing the newspaper and determining procedure and policies.

The *University Daily Kansan* is published as the newspaper of the University of Kansas student body and as a laboratory newspaper of the William Allen White School of Journalism and Public Information. Both roles are recognized and allowed for in formulation of the Constitution.

Article I—Name

The name of this newspaper is *University Daily Kansan.*

Article II—Purpose

The purpose of the *University Daily Kansan* is to serve as the official newspaper of the student body of the University of Kansas and as the laboratory newspaper of the William Allen White School of Journalism and Public Information.

Article III—University Daily Kansan Board

Section 1: Powers. As the official newspaper of the student body of the University of Kansas, the *University Daily Kansan* is governed by the University Daily Kansan Board through authority delegated by the All Student Council in Section 2, Chapter 5 of A.S.C. Bill No. 5: A Bill on Publications: "The *University Daily Kansan* shall be regulated and governed by the Kansan Board," and continued in concert with Article XVI, Section 3, of the University of Kansas Senate Code. Likewise, as a laboratory newspaper of the School of Journalism the *University Daily Kansan* is governed through authority delegated by the faculty of the School of Journalism.

Section 2: Membership. The University Daily Kansan Board shall consist of the following:

The Dean of the School of Journalism, or a representative appointed by him, who shall be chairman.

The two members of the School of Journalism faculty who are business adviser and news-editorial adviser.

The students who are the heads of the two departments of the University Daily Kansan: business manager and editor.

One representative from the Student Senate.

Section 3: Duties of the Board.

(a) To elect students to staff executive positions on the *University Daily Kansan.*

(b) To see that a budget is drawn up annually before the beginning of the fiscal year and to approve the budget.

(c) To employ such persons as are needed to assure proper management and production of the *Kansan.*

(d) To adopt and to put into operation policies and procedures necessary to proper management and production of the *Kansan.*

Article IV—Staff Organization

Section 1: Departments. The staff of the *University Daily Kansan* shall be divided into a business department and a news-editorial department.

Section 2: Staffs of Departments.

(a) The business department shall be headed by a business manager, who shall be elected for tenure of one semester by the University Daily Kansan Board. The business manager shall choose subordinate executives, subject to approval by the board.

(b) The news-editorial department shall be headed by the editor, who shall be elected for tenure of one semester by the University Daily Kansan Board. The editor shall choose subordinate executives, subject to approval by the board.

Section 3: Functions of Departments. The news-editorial department shall be responsible for all the non-advertising content of the *University Daily Kansan.* The business department shall be responsible for advertising content, circulation and business management.

Section 4: Interdepartmental Relations. The two departments, although independent of each other, are required by the nature of the profession to cooperate closely. Should differences of opinion arise on policies or procedures, the question at issue shall be submitted to the University Daily Kansan Board. In the event of a deadlock, the chairman shall have final authority.

Section 5: Eligibility for Staff Positions. Any student in the university is eligible to hold a staff position on the *University Daily Kansan.* However, inasmuch as the *Kansan* is a laboratory newspaper as well as the student newspaper, the faculty of the School of Journalism shall have the authority to prescribe course prerequisites for eligibility to hold specific positions. The University Daily Kansan Board shall have the authority to establish additional eligibility requirements. The faculty of the School of Journalism shall have the sole power to specify which positions shall carry Newspaper Practice credit.

Article V—Amendments

The constitution may be amended at any regular meeting of the University Daily Kansan Board by a two-thirds vote of the membership, and with the approval of the Chancellor, provided that final action shall not be taken before the next meeting after the meeting at which the amendment is formally proposed.

Article VI—Bylaws

The *University Daily Kansan* also may be governed by bylaws, supplementing the constitution.

Private University Documents

Most private universities asked to supply governing documents for analysis responded that they did not have a written statement or did not respond. A few college catalogs were checked for statements about student publications, but most contained nothing further than mention of the publications and how often they were issued. Private universities understandably may be reluctant to codify student publications operation, because they then would be expected to follow the written code. However, a simple mechanism of governance and a document covering that governance could be very useful in clarifying how essential functions are handled, such as selecting editors and business managers, handling complaints from readers, and removing editors and business managers who fail to do their jobs.

Pacific Lutheran University

One of the most recent and longest documents received for review comes from Pacific Lutheran University, Tacoma, Washington. Philip E. Beal, vice president and dean for student life, observed in a letter (Feb. 15, 1978) that "the key to our program is a strong publications board," and "the policy statement itself definitely seems to be meeting our needs." According to Beal, one key to success was a change in the position of Business Manager: "For the first time in many years, as a result of this new policy statement, we have a business manager who reports to the board. Thus, the board has direct access to timely information regarding expenditures, advertising income, etc. and can exercise responsible judgment where necessary." Beal also points out that "the Publications Board is an autonomous entity not reported directly to either the student government or to the University. There is a very clear understanding that the president can intervene when or if necessary, but such an exceptional occurrence has not come up or been approached." Sections of the Pacific Lutheran document that more appropriately belong in a staff manual, such as job descriptions, have been omitted.

Pacific Lutheran University
University Student Publications Board
Statement of Policy
April 11, 1977

I. General Purpose

A. Student publications include all official University publications produced primarily by and for the students of Pacific Lutheran University.

B. The primary purposes of student publications are:

1. to provide places where the best student writing and graphics can be published.
2. to inform the university community about events and developments concerning PLU.
3. to provide forums for the exchange of information and opinion among members of the university community on issues that concern them.
4. to serve as a continuous record of life at PLU.
5. to offer students practical experiences in journalism and management.

C. The University Student Publications Board (hereafter USPB) shall oversee the management of student publications in light of these purposes, and shall recommend policy regarding student publications to the board of Regents through the University President.

II. Membership

A. Composition

1. Four voting students appointed by the Associated Students of Pacific Lutheran University (ASPLU) President with the approval of the ASPLU Senate, subject to the following qualifications:
   a. No student shall serve simultaneously as a member of USPB and as a member of the staffs of any student publication.
   b. No student shall serve simultaneously as a member of USPB and as an officer or senator of ASPLU.
   c. None of the following conditions shall exclude a student from consideration for appointment to, or service on USPB:
      (1) previous experience on staffs of any student publication
      (2) previous or current enrollment in a journalism class
      (3) current submission of materials for publication to any student publications, as long as no pay is received for such submission
      (4) lack of experience with student publications or of a journalism class at PLU.
2. Three voting faculty members elected to Faculty Publications Committee by the faculty of the University.
3. Ex officio non-voting members:
   a. University President
   b. ASPLU President
   c. Vice President and Dean for Student Life
   d. Director of University Relations
   e. Editor-in-chief of each student publication

f. Technical advisers to the editors of each student publication
g. USPB Business Manager

B. Duration of term

1. Student members shall be appointed for two-year overlapping terms in accordance with procedures governing student members on university committees.
2. Faculty members shall be elected for three-year overlapping terms in accordance with procedures governing faculty standing committees.

C. General rules

1. *Quorum:* Five voting members including at least two faculty members.
2. *Notice of meetings:* All voting and ex officio members of USPB shall be informed of each meeting and shall be provided with both agenda and minutes for their information.
3. *Open meetings:* All meetings are open unless closed by action of USPB for specific reasons.
4. *Executive sessions:* The voting members of USPB reserve the right to meet in executive session, excluding all ex officio members, for deliberation on sensitive issues.

III. Powers and Duties

A. General

1. To decide what student publications shall exist and how often they shall publish.
2. To recommend policy governing student publications.
3. To serve as the liaison to the official publisher (Pacific Lutheran University) for the student publications.
4. To set qualifications and seek applications for all positions on student publications appointed by USPB.
5. To appoint the editors of student publications.
6. To appoint the USPB Business Manager.
7. To appoint persons to fill any vacancies which may occur in the above positions.
8. To recommend technical advisers to student publications for appointment by the University President.
9. To insure that all staff members of all student publications adhere to the policies adopted by USPB.
10. To approve budgets of all student publications.

B. Budget

1. The USPP Business Manager, in consultation with newly appointed editors and technical advisers, shall submit a detailed budget for the next academic year no later than April 15.
2. USPB shall review and approve budgets of student publications.

3. Student publications shall be funded by an allocation from the general fund of the University through the budget of the Office of Student Life, but wholly separate from the allocation for ASPLU.
4. ASPB shall distribute funds among the student publications in accordance with the approved comprehensive USPB budget.
5. USPB shall approve separately all expenditures which were not included as line items in the approved comprehensive USPB budget.
6. USPB shall approve the awarding of printing, photography and other annual contracts connected with the production of student publications.
7. USPB shall review monthly financial reports submitted by the USPB Business Manager.

C. Officers

1. Chairperson
   - a. shall be elected from among the voting members at the first meeting of the academic year.
   - b. shall preside at all meetings of USPB.
   - c. shall be the primary spokesperson for USPB.
   - d. may vote on any issue before USPB.
   - e. shall perform those duties which are from time to time requested by USPB.
   - f. shall call meetings at least once a month and when requested to by any member of USPB.
   - g. shall be responsible for accepting applications from candidates for editors and the USPB Business Manager.
   - h. shall be responsible for securing official verification from the University registrar that each student candidate and appointee maintain the scholarship requirements of USPB.
   - i. shall be responsible for receiving any written complaints concerning student publications.
   - j. may act on behalf of USPB in any situation he deems an emergency, after consultation with at least one other voting member of USPB and at least one ex officio member. Any such action shall be subject to review by USPB as soon as practically possible after the emergency.
2. Secretary
   - a. shall record accurate minutes of all meetings of USPB and distribute them to all members.
   - b. shall keep an up-to-date file of all matters brought before USPB.

c. shall work closely with the chairperson in drawing up and distributing agenda and the like for meetings of USPB.
d. shall, if the chairperson be a student, be selected from the faculty members, and if the chairperson be faculty, be selected from student members.
e. shall, in the absence or at the direction of the chairperson, serve as acting chairperson with full powers and duties.

IV. Goals of Student Publications

The goal of the student publications shall be professionalism in all aspects of their operations; in news coverage, editorial comment, and in conduct of their staffs. Student publications should avoid provocation of the University community with profanity or obscenity. No words or pictures should be used only to shock or titillate. No vulgarisms should be used only for amusement. Yet neither should freedom of expression be limited by the standards of the most prudish. Words and pictures which may seem profane, obscene or vulgar to a few may be justified, if and only if, their primary intent and effort are not to anger or entertain the University community.

V. Libel

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VI. Complaints

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VII. Appointment of Editors

A. Selection

1. The newspaper editor shall be selected by USPB no later than March 1 from the student body to serve from June 1 to May 31 of the following year.
2. The yearbook editor shall be selected by USPB no later than March 1 from the student body to serve from June 1 to August 31 of the following year.
3. The creative arts magazine editor shall be selected by the creative arts magazine staff to serve the following academic year.
4. At least two weeks prior to March 1, USPB shall issue a call for written applications for the positions of newspaper and yearbook editors. Applications should include information and samples of work which the applicant feels will advance his selection and help USPB reach a decision.

5. USPB members may seek applications from qualified individuals who have not applied.
6. Completed applications shall be submitted to the USPB chairperson at a time specified in the initial call.
7. All applicants shall be interviewed by USPB. All applicants shall be informed of an interview appointment at least 24 hours in advance of the appointment.
8. Selections require a two thirds majority vote of USPB.
9. USPB is not bound to select any of the applicants.
10. If applications are not forthcoming, USPB may select an acting editor for one semester.
11. A letter of appointment shall be sent to successful applicants by the USPB chairperson.

B. Qualifications

The editor of each student publication shall:

1. be a full time student enrolled at PLU at the time of selection with a cumulative grade point average of 2.00 or higher.
2. be enrolled for a minimum of eight semester hours and maintain a 2.00 grade point average or higher during tenure in office.
3. have experience and training in student publications.
4. demonstrate ability to provide leadership and use competent judgment.
5. propose a program for producing a fair, accurate, well-balanced and high-quality publication.

C. Compensation

1. The newspaper and yearbook editors shall each receive full tuition credit for thirty-two semester hours, which may be used up to two academic years after the terms of office are completed.
2. The creative arts magazine staff shall determine compensation, if any, for the creative arts magazine editor for the following academic year.

D. Powers and Duties

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VIII. Appointment of USPB Business Manager

A. Selection

1. The USPB Business Manager shall be selected by USPB no later than March 1 from the student body to serve from June 1 to May 31 of the following year.
2. The selection shall be confirmed by the editors.

B. Qualifications

The USPB Business Manager shall:
1. be enrolled at PLU for a minimum of ten semester hours.
2. have a firm knowledge of basic accounting.
3. have some knowledge of or familiarity with student publications or journalistic enterprises.

C. Compensation

The USPB Business Manager's compensation shall be determined at the time of selection for the following academic year.

D. Powers and Duties

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IX. Appointment of Technical Advisers

A. Selection
1. Technical advisers to each student publication should be selected from professionals in the appropriate journalistic field. These advisers may be selected from the faculty or administrative staff.
2. Technical advisers shall be recommended by the USPB and appointed by the University President to serve for the academic year.

B. Qualifications

Technical advisers shall:
1. have a background in journalism.
2. have familiarity with all aspects of publication(s) under advisement, including reporting, writing, layout, design, finances, printing, advertising, and photography.

C. Compensation

Compensation, if any, shall be determined in consultation with the department or administrative office with which the technical advisers are most directly associated.

D. Powers and Duties

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X. Approval and Amendments

A. It shall be the duty of the USPB to review this policy statement each fall and propose revisions when necessary.

B. This document and any amendment to it shall become effective upon approval by the Board of Regents of Pacific Lutheran University.

Appended to this document are the Canons of Journalism of the American Society of Newspaper Editors (Appendix A) and the

Basic Statement of Principles of the National Conference of Editorial Writers (Appendix B).

McPherson College

One of the briefest governance statements was received from McPherson College, McPherson, Kansas, where student publications come under the Student Body Constitution.

The treasurer of the Student Council shall serve as chairman of the Board of Publications. Other ex officio members shall include the faculty advisers, editors-in-chief and the business managers of both *The Spectator* [newspaper] and *The Quadrangle* [yearbook], the Dean of Academic Affairs. Student Council shall appoint three students from among its numbers to serve on the board.

1. The Board of Publications shall assemble when the chairman sees sufficient need to call a meeting or once a month to attend to publication business.
2. Fifty percent plus one of the membership shall constitute a quorum for the transaction of business.
3. The Board of Publications shall recommend for Student Council approval and appointment the names of candidates for the positions of editor, associate editors, business managers and assistant business managers for both *The Spectator* and *The Quadrangle*.
    a. The editorial staff of *The Spectator* shall include an editor-in-chief, a managing editor and a campus editor. The editors will advance each term to the next higher position, with the old editor-in-chief retiring, and a new campus editor being appointed. [Note: This progressing through the "chairs" is risky and invites massive breakdowns, possibly forcing the removal of someone who, by becoming campus editor, has been assured of rising to editor-in-chief. This is not a recommended procedure for appointing editors of student publications.]
    b. The editorial staff of *The Quadrangle* shall include an editor-in-chief and an associate editor. The associate editor shall advance to the position of editor-in-chief at the end of each school year, with a new associate editor being appointed and the old editor-in-chief retiring. [See Note under a.]
    c. The business staff of each publication shall include a business manager and an assistant business manager. At the end of each school year, the assistant business manager will be advanced

to business manager, with the old business manager retiring, and a new assistant business manager being appointed. [Note: In many cases, this line of succession involving only two years works well in the business area, although an automatic or guaranteed succession to the top business position is not recommended. The candidate should apply for the position of business manager, be evaluated and be appointed by the board. The year as assistant business manager, if a successful one, should place the candidate ahead of the others.]

d. Other staff members of both publications shall be selected by the editors and business managers of each publication. The faculty advisers shall be selected by the editors and business managers in consultation with the president of the college.

e. The chairman of the Board of Publications shall make public announcement to Student Body members of vacant positions on each publication two weeks before the final deadlines of November 15 for first term and April 15 for the fall term. All applicants must make written application to the chairman of the board prior to the deadline.

4. To be valid and binding, all contracts to which either *The Quadrangle* or *The Spectator* is a party must receive the approval in writing of the treasurer and the business manager of McPherson College.

a. From the Student Council allotment each term, a specified amount shall be assigned as a publications grant for *The Quadrangle* and *The Spectator.*

b. Funds for *The Growl* shall be allotted separately from other publications funds.

c. Salaries shall be paid to publication personnel by Student Council. Current figures are: [Omitted]

d. In addition to these salaries, personnel may receive bonuses as follows:

1) Thirty percent of *The Spectator's* profits shall be given to the two editors-in-chief and the business manager for each year, with this bonus not to exceed $75 each.

2) Profits of *The Quadrangle*, up to and including $150/year shall be divided in a ratio of 2/3 to the business manager and 1/3 to the editor-in-chief.

3) Any profits above the designated amounts shall be placed in the Publications Reserve Fund.

e. In case of a deficit in running either publication, the Student Council shall be responsible to clear the debt, first using funds from this Publications Reserve Fund.

f. Each term the amount of the publications grant over the amount for salaries shall be divided in an appropriation, as determined by the Board of Publications and approved by the Student Council, to be given to *The Spectator* and *The Quadrangle.* The current ratio is 2/7 *Spectctor* and 5/7 *Quadrangle.*

Wartburg College

Another of the more detailed statements came from Wartburg College, Waverly, Iowa, where a faculty-student committee governs student publications and the radio station. As mentioned previously, Wartburg balances faculty representation with student representation. The document goes beyond governance to deal with purposes of the student media, staff organization, operations of editorial boards, role of the adviser, selection of staffs, salaries, budgets and reports. Most of this material could be placed in a policy and procedures manual instead.

Policies
Faculty-Student Committee on Wartburg College Student Publications and Radio Station

I. Organization of Committee

A. Purposes

1. To act on behalf of the College, the legally responsible publisher, in the management of student publications and radio on the Wartburg College campus. The committee is to act as an advisory committee to student publications and to KWAR.

2. To represent the viewpoints of the administration, the faculty, and the student body regarding the publications and the radio.

3. To define the overall policies of responsibility, of selection of staffs, and of business management of the publications and radio.

4. To approve editors, business managers, station manager, associate editors and program director of college publications and radio station.

5. To choose a subcommittee within itself to act as mediator in cases of disagreement between editor or station manager and adviser.

B. Composition of Committee

1. The chairman (a faculty member who is not the adviser to any student publication).

2. Editors-in-chief of the student publications and radio station manager; business managers are subject to call without voting power.

3. One representative of the Student Senate, to be chosen according to the Student Body Constitution.

4. Other representatives-at-large from the student body, chosen according to the Student Body Constitution, to equalize the ratio between faculty and student members of the committee, not counting the college business manager.

5. Four faculty members chosen by the four faculty groups and one faculty member appointed by the college president. Advisers to the publications shall also be members of the committee.

6. The business manager of the college shall be an advisory member of this committee with no vote.

C. Participation and Quorum

1. All members shall be permitted to participate in the deliberations and discussions of the Committee and to vote on any questions, even when the members are personally affected by the discussions or questions.

2. A quorum shall consist of a majority of the regular membership of the committee.

3. Committee meetings shall be conducted in accordance with Robert's Rules of Order.

II. Purposes of Student Mass Media

A. *Trumpet*

1. To disseminate news concerning Wartburg College and the activities of its students, faculty, and administration, and to provide an open forum for exchange of opinion within the college.

2. To serve as a means of communication between Wartburg College and its off-campus constituency. The *Trumpet* should recognize its effect on the public relations of the college; this recognition, however, should be construed in light of and subservient to the *Trumpet's* responsibility to carry out its primary reportorial and editorial functions, as described in section II.A.1 of this constitution.

3. To provide practical experience in the field of journalism and to encourage creativity in literary substance and modes of expression.

4. To entertain through the printed page.

B. *Fortress*

1. To present a written and pictorial record of life on the Wartburg campus.

2. To act as a workshop in the field of yearbook publication.

C. *Castle*

1. To furnish an outlet for creative expression among students.
2. To stimulate class work in composition.

D. Radio Station

1. To serve as a workshop for experience in radio broadcasting.
2. To provide the campus and community with educational and entertaining programs.

III. Organization of Staff

A. Editors-in-chief

Each editor-in-chief shall be the chief executive officer of his publication.

B. Station Manager

The station manager shall be the chief executive officer of the ratio station.

C. Editorial Boards of Publications

1. The editorial board of each publication shall consist of the editor-in-chief, the associate editors (managing editor of *Trumpet*), the business manager and the adviser.
2. The editorial board shall act as an advisory committee or "cabinet" for the editor-in-chief and shall help him in determining policies and in selecting the other staff members.
3. Determination of the content of each publication shall rest with the editor of that publication with the advice of its Editorial Board.

D. Executive Board of Radio Station

1. The executive board shall consist of the station manager, program director, chief engineer, news director, continuity and traffic manager, and sports director.
2. The executive board shall determine staff composition, content of programs, and station policies for the radio station.

E. Functions of the Staff Advisers

1. To establish a climate of opinion in which the editor or manager will be free to exercise his judgment. The adviser, in consultation with the editor or manager, may make changes in language for purposes of style or clarity or to correct misstatements of fact. The adviser shall also acquaint the editor or manager with existing legal restrictions concerning publishing or broadcasting, and shall assist the editor in maintaining responsible professional standards precluding the publishing or broadcasting of libel, slander, innuendo, undocumented allegation, and obscenity.
2. In case of disagreement between editor or station manager and adviser over a substantial issue, the subcommittee previously mentioned in I.A.5 will act as mediator.

3. To serve as a member of the editorial board of the publication or executive board of the radio station.

4. To serve on the Publications and Radio Committee and to act in the interests of the committee on the publication or at the radio station.

5. To abide by administrative rules and suggestions concerning faculty advisers.

F. Subcommittee

1. The subcommittee shall consist of the chairman of the Publications and Radio Committee, a faculty member, and a student (both from the membership of the Publications and Radio Committee). Both the advisers and editor or station manager shall meet as nonvoting members with this subcommittee when this disagreement is discussed.

2. The faculty member and the student member are to be elected by the Publications Committee at the first meeting in the fall.

3. The subcommittee may be subject to call by editor or adviser.

4. Any item under controversy shall not be printed or read on the air until approved by the subcommittee.

IV. Selection of Staffs

A. Editor-in-chief and station manager

1. Qualifications

a. *Trumpet*

i. Sophomore, junior, or senior at the time of taking office.

ii. At least one Fall Term or Winter and May Term previous experience on Trumpet Staff prior to taking office.

iii. At least one Fall Term or Winter and May Term attendance at Wartburg College prior to taking office.

iv. Overall grade point ratio of 2.0 through the term previous to submitting application.

v. At least one college course in journalism is strongly recommended before taking office, preferably a course in Introduction to Journalism or Advanced Journalism.

b. *Fortress*

i. Sophomore, junior, or senior at time of taking office.

ii. At least one Fall Term or Winter and May Term previous experience on Fortress Staff at time of taking office.

iii. At least one Fall Term or Winter and May Term attendance at Wartburg College prior to taking office.

iv. Overall grade point ratio of 2.0 in scholarship through the term previous to submitting application.

c. *Castle*

i. Sophomore, junior, or senior at time of taking office.

ii. At least one Fall Term or Winter and May Term previous experience on the Castle Staff at time of taking office.

iii. At least one Fall Term or Winter and May Term attendance at Wartburg College prior to taking office.

iv. Overall grade point ratio of 2.0 in scholarship through the term previous to submitting application.

d. Radio Station

i. Sophomore, junior, or senior at time of taking office.

ii. At least one Fall Term or Winter and May Term previous experience on the staff on the radio station.

iii. Overall grade point ratio of 2.0 in scholarship through the term previous to submitting application.

2. Applications

a. Applications for the editorships of the student publications shall be received by the committee in February.

b. Applications shall include a listing of the applicants' qualifications, as well as statements of what the applicants think is the function of the publication and what changes or improvements they would have in the publication.

c. The executive board of the radio station will select a qualified person for station manager and submit his name to the Publications and Radio Committee for approval.

3. Replacement

a. In case of resignation or dismissal, an editor-in-chief or a station manager shall be replaced by an acting editor-in-chief or station manager to be named by the Committee.

b. If a vacancy occurs in the first term, a permanent editor or station manager shall be chosen by the Publications Committee to fill out the year within a month after the vacancy occurs.

c. An editor-in-chief or station manager may be dismissed because of known misconduct in office, neglect of duty, or refusal to comply with the policies of the committee. This may be done by a two-thirds (2/3) vote of the total membership of the committee qualified to vote.

B. Business Managers of Publications

1. Qualifications

a. *Trumpet*

i. Background in accounting, preferably a business major.

ii. At least one Fall Term or Winter and May Term attendance at Wartburg College prior to taking office.

iii. Overall grade point ratio of 2.0 through the term previous to submitting application.

b. *Fortress*

i. At least one Fall Term or Winter and May Term previous experience on the *Fortress* staff.

ii. At least one Fall Term or Winter and May Term attendance at Wartburg prior to taking office.

iii. Overall grade point ratio of 2.0 through the term previous to submitting application.

2. Appointment

a. By the last meeting of the year the name of each business manager for the following year shall be submitted to the Committee by his respective editor, together with the applicant's written application on a special form provided for business manager application.

b. Appointments to the business managerships must have the approval of the Publications Committee.

C. Associate Editors of Publications

1. Associate editors (managing editor of *Trumpet*) for the following year shall be appointed by their respective editors-in-chief, who shall present the names to the Committee by the last meeting of the year.

2. Appointments to the associate editorships (managing editor of *Trumpet*) must have the approval of the Publications Committee.

D. Executive Staff of Radio Station

1. Program director

a. At least one Fall Term or Winter and May Term previous experience at the radio station.

b. Appointed by station manager-elect with approval of outgoing executive board.

2. Other executive positions elected by outgoing executive board.

3. By the last meeting of the year names of the executive board shall be submitted to the Publications and Radio Committee for approval.

IV. Honoraria

A. Publications

1. Editors

a. Editors-in-chief of the *Fortress* and the *Trumpet* shall receive equal honoraria, to be determined tentatively at January meeting of the Publications Committee, to be effective the following academic year.

b. Honorarium for editor of the *Castle* shall also be determined tentatively at the January meeting of the Publications Committee, to be effective the following academic year.

2. Business managers

Business managers of the *Fortress* and *Trumpet* shall receive honoraria, that of the *Trumpet* manager to be larger. These amounts are also to be determined tentatively at the January meeting and effective the following academic year.

3. Other officers of the *Fortress*

Other officers of the *Fortress* to receive honoraria are the associate editors, the above procedure also to be followed in determining their honoraria.

4. Other officers of the *Trumpet*

Other officers of the *Trumpet* to receive honoraria shall be the managing editor, the advertising manager, and the circulation manager, the same procedure to be followed as in determining other honoraria.

5. Other officers of the *Castle*

Other officers of the *Castle* to receive honoraria shall be the associate editors and the art editor, the same procedure to be followed as in determining other honoraria.

6. Honoraria shall be payable at the end of the Fall Term and the May Term of the officer's term of office and upon approval of his final report for the term. The Publications and Radio Committee shall vote on this approval at December and May meetings. In May special attention shall be given the business manager's reports before giving approval for payment of honoraria.

B. Radio Station

1. All executive board appointees shall receive honoraria. The amount shall be determined by the station manager and advisers and approved by this committee, to be effective the following year.

2. There shall be a graduated scale of honoraria with the station manager receiving largest, program director and chief engineer less but equal amounts, and other positions receiving less.

C. All work must be completed and reports approved by this committee before honoraria may be paid.

VI. Budgets

A. February Presentation

1. Publications

a. At the February meeting of the regular school year, the editorial boards of each publication shall submit in writing a proposed budget for the upcoming year.

i. It shall include:

1. All expected income
2. All expected expense
3. All proposed honoraria for the editorial and staff members.

ii. It shall be considered tentative.

b. The committee may make tentative changes and tentative approval.

2. Any of the three student publications desiring to spend over $50 for any item beyond its approved budget must first secure the approval of the Publications Committee. If time does not permit, the adviser should see the business manager of the college for his approval.

B. Radio Station

Proposed budget for the radio station shall be prepared by the station manager and the adviser during the Winter Term and submitted to this committee for approval. This budget shall include expected expenses, honoraria for staff, and total budget request.

VII. Reports

A. Monthly financial reports for each publication (but not the radio station) should be prepared by the business managers and submitted to this committee.

B. At the end of the year a final written report on the operations of each publication and the radio station should be prepared by the editor-in-chief and station manager and submitted to this committee. Other reports may be submitted to this committee or may be requested by this committee as found necessary.

VIII. Miscellaneous

Any staff of a student publication wishing to change the page size of that publication from that of the previous year must submit the proposed plan to the Publications Committee, accompanied by reasons for the change, and receive committee approval before making that change.

IX. Waiving and Amending Policies

A. These policies may be waived by a two-thirds (2/3) vote of the total membership of the committee qualified to vote.

B. These policies may be amended by a two-thirds (2/3) vote of the total membership of the committee qualified to vote, provided that the proposed amendment has been presented at a previous meeting of the committee.

General Governing Statements

Many colleges that operate publications as part of academic programs in journalism and mass communication have no governance structure or document, only a set of broad guidelines. Several advisers who were asked to submit their governing documents for analysis for this monograph replied that they merely operate their newspapers, magazines, and yearbooks as they think professional publications operate and that they have no governing structure other than academic department procedures that have grown by tradition over the years. In their estimation, this system works, but it does not give students, advisers, or administrators a clear conception of what the publications are and what students can do.

Merced College

The Merced College, California, policy statement was adopted July 5, 1977.

Merced Community College District
College Mass Communications Media Policy

Philosophy

The Merced College Board of Trustees accepts the concept that college magazines, newspapers and broadcast stations involve adherence to professional standards. Freedom of the college press becomes meaningful only when this press accepts certain responsibilities, as is the case with all mass media.

Recognizing this, the board subscribes to the principles and aims codified by the American Society of Newspaper Editors in its Canons of Journalism (attached). It also subscribes to the Canons of the Journalism Association of Community Colleges of California (attached). The board has agreed to limit broadcasting activities to conform with the rules and regulations required by the Federal Communications Commission of the United States of America, and in general subscribes to the practices and standards set forth by the National Association of Broadcasters.

The board establishes the following policies concerning all mass communications media to be supplemented by administrative rules and regulations as reasonably required.

Purpose

The purpose of the college publications and broadcasting station are to provide laboratory classroom instruction in journalism and to emphasize the professional as well as the academic approach toward principles, rights, and obligations of a free press in a free society. Equally important purposes are (1) to provide the college with a quality newspaper and a quality broadcasting medium for informing students, faculty, and the community about college classes, programs, activities, and related issues; and (2) to provide opportunity for editorial comment and response by readers and listeners.

Specific Policies

1. Students participating in mass communication activities are to be instructed in their responsibilities and they are to be professionally advised.

2. All college publications and broadcasts are to observe the ordinary standards deemed appropriate for college mass media of a reportorial nature and are to be consistent with community definitions of decency, libel, or legality as exemplified by commercial publications and broadcasting stations of general circulation and operation in the Merced Community College District.

3. Truth, accuracy, sincerity, and fairness are to prevail. It is the duty of the editorial and announcing staff, with the adviser as the authorized designee of the Dean of Instructional Services and the President of the college, to determine what shall be printed in college publications or broadcast on the college station. [Note: This ambiguous statement implies censorship powers of advisers, and suggests that the adviser must agree with students about "what shall be printed in college publications." The intent may be to assure that the adviser is involved in or aware of selection of all editorial content.]

4. The college mass communication media are to be used as part of a training laboratory in communications classes. The faculty adviser does not interfere with the editorial freedom of the college mass media within the limitations prescribed by board policy and good journalistic usage. The role assigned to the adviser is that of "publisher's representative." (Legally, the Board of Trustees is the publisher and owner.) [Note: See earlier discussion, "Publisher," in Chapter 2, citing Simpson about the inaccuracy of this statement.] This policy includes authority of the faculty adviser to exercise the right to disapprove materials with provision for the right of appeal to the Dean of Instructional Services, President of the college, and the Board of Trustees.

5. The college publications and broadcast media are not to subject individuals to personal attack in either news or editorial releases. This does not prohibit informed and responsible criticism of decisions, policies, or actions, and nothing shall be construed as restricting the freedom of the publication or broadcast in this respect. However, the writer or speaker of such criticism assumes personal responsibility for the accuracy of any assertion offered as fact, and must accept the consequences of misstatements. All editorials must be signed or the speaker accurately identified. [Note: Students probably could successfully challenge in a court of law any restriction of criticism deemed not "informed and responsible" by college authorities and any requirement that editorials must be signed. Student writers are legally responsible for what they write, and the policy's statement to that effect is redundant. Such redundancy may be useful in making this point clear to students.]

6. Statements made by instructors in their classrooms are "off the record," and, in order to protect academic freedom, may not be published or quoted on the air without permission of the instructor concerned. [Note: A valid point that student journalists should know.]

7. Private lives of students, faculty, administrators, and other persons are inviolate. The college mass media will neither champion nor attack individuals in any way in their capacity as private individuals but will confine comment to their public performances, in conformity with the established principles of fair comment.

8. No member of the college publication or broadcasting staffs are to telephone or visit any public official or member of the business community without first consulting with the adviser. [Note: The adviser should have such rapport with the students that he or she will be in touch with them, but to put such an unconstitutional restriction in writing is ill advised.]

9. No editorials are to endorse political parties or candidates, including student body officers. [Note: This policy would be more appropriate in a staff or operations manual. Although the issue is a controversial one on many campuses, student newspapers regularly endorse political candidates and do not lose their tax exempt status for doing so. (See Trager and Dickerson, 1979: 84-85.)]

10. The college mass communication media should present all materials with a standard of fairness which brings clarity to the events of the college community. [Note: Too vague to be useful as a policy statement.]

Valencia Community College

The Valencia Community College, Florida, policy statement was revised December 17, 1975, to become effective January 11, 1976. It is less useful than the Merced statement because it lists the president as authority over all publications and includes a vague requirement of "taste and judgment appropriate to a community college publication," which would not be accepted by a court as a cause for removal.

Campus Publications Committee

Policy

The following policies pertain to all publications or printed materials which are considered official college publications, bear the name or seal of the college, or are financed by college accounts:

A. Valencia Community College is recognized as the publisher of all campus publications. The president is therefore responsible for and has authority over all publications even though he may delegate certain responsibilities and duties to individuals or committees.

B. The president shall appoint a campus publications committee and delegate to it the following duties and responsibilities:

1. To review all proposals for new campus publications other than informational bulletins, brochures, and catalogs. The committee will make appropriate recommendations to the president concerning each proposal.
2. To review applications for editorial and managerial positions for various publications. The committee will recommend to the president the appointment of editorial staffs.
3. To review alleged violations of campus publications policies and recommend appropriate action to the president.

C. All material contained in campus publications must be factually accurate and must reflect taste and judgment appropriate to a community college publication. In selecting photographs to be used in all college publications, an effort shall be made to assure that student minority persons, women, and handicapped persons are represented.

D. The college newspaper and magazine are considered basic parts of the journalism curriculum in that they serve as laboratories for journalism students under the direction of the faculty of the journalism department. The editorial and business staffs of the college newspaper and magazine shall be selected by the campus publications committee from among those students who apply for the various positions. Selection shall be based on journalistic ability, experience and leadership potential. Appointments will be made by the president on the recommendation of the campus publications committee. Each issue of the campus newspaper or campus magazine is to be considered a teaching-learning experience and shall be evaluated by the journalism faculty and the editorial staff on the basis of journalistic excellence, literary merit, and accuracy of the factual material.

E. All business and financial affairs of the campus publications must be in accord with state and local laws, regulations, and policies.

F. Persons in an editorial, managerial, or advisory positions with campus publications must comply with the above policies. Failure to do so will be cause for removal from the campus publications position and/or disciplinary action.

G. All publications of an informational or curricular nature such as programs, courses, bulletins, and brochures shall be approved by the appropriate dean prior to publication. The college catalog and student handbook shall be approved by the College-Wide Council before publication and distribution.

Incorporated Publications Document

Incorporation may be desirable for legal purposes under some circumstances, such as limited liability at a private university. But before rushing to incorporate, the publications staff members and the university's administrators should conduct a thorough and careful analysis of the situation, including all the legal ramifications. Incorporation may be advisable at state universities in some states and not in others, depending upon the web of state law that governs state universities.

Universities moving toward incorporation of their student publications programs or a single student publication should contact other universities that have incorporated as well as their own legal counsel, and they should contact universities that have not incorporated to determine reasons they have not taken that step.

There probably is no typical example of an incorporated publication's governance document, charter, or articles of incorporation. *The Harvard Crimson* and *Yale Daily News* are independent. The *Michigan Daily* and *Kentucky Kernel* are not. But any one of their incorporation documents may be a useful guide to a university contemplating incorporation of its publications.

For illustrative purposes here, the articles of incorporation and charter of the Daily Californian of the University of California (Berkeley) are given.

Daily Californian

ARTICLES OF INCORPORATION
OF
THE DAILY CALIFORNIAN
(A Nonprofit California Corporation)

KNOW ALL PERSONS BY THESE PRESENTS:

The undersigned do hereby associate themselves together for the purpose of forming a nonprofit corporation, and do hereby certify:

FIRST: The name of this corporation is THE DAILY CALIFORNIAN.

SECOND: This corporation is formed under and pursuant to the General Nonprofit Corporation Law of the State of California (Title 1, Division 2, Part 1 of the California Corporations Code).

THIRD: The specific and primary purposes for which this corporation is formed are:

To publish a newspaper directed primarily, but not exclusively, to the students of the University of California at its Berkeley campus; to publish any other form of written or graphic material deemed appropriate by the officers and directors of this corporation; and to carry on all activities incident to the publication of such newspaper or other publications, including, without limitation, (1) the publication of paid advertisements, (2) the hiring or purchasing of any and all equipment necessary to publish said newspaper or other publications, (3) the hiring of employees to accomplish its purposes, (4) applying for, obtaining, and holding any licenses or permits required to distribute such newspaper or other publications, (5) the distribution of such newspaper or other publications, and (6) the sale of such newspaper or other publications for money or other consideration in an amount or amounts to be determined by the officers and directors of this corporation.

FOURTH: The activities of this corporation shall be limited to the purposes set forth in Article THIRD hereof, and the distribution of all gains, profits, dividends, income and principal shall be confined to said purposes. No part of the net earnings or of the assets of this corporation shall inure to the benefit of any member, private shareholder, or individual. Upon the dissolution or winding up of this corporation, after paying or adequately providing for the payment of all its debts and liabilities, all of its remaining assets or proceeds of sale thereof shall be transferred to any nonprofit fund, foundation or corporation, which is organized and operated exclusively for educational, scientific or charitable purposes. If this corporation holds any assets in trust, such assets shall be disposed of in such a manner as may be directed by decree of the Superior Court of the County of Alameda, upon petition therefor by the Attorney General or by any person concerned in the liquidation.

FIFTH: This corporation and its directors shall have and may exercise, subject to the provisions of these Articles, all powers now or hereafter conferred upon nonprofit corporations by the laws of the State of California.

SIXTH: The principal office for the transaction of the business of this corporation shall be located in the County of Alameda, State of California.

SEVENTH: No person who becomes a member of the corporation, by virtue of such membership, shall be personally liable for the debts, liabilities, or obligation of the corporation.

EIGHTH (A): The number of directors shall be seven (7) until such number be changed by an amendment to these Articles. Four of the directors shall be members of the corporation, each of whom when elected as such a director shall be either (1) a registered student at the University of California at the Berkeley campus or (2) accepted for study at the Berkeley campus of the University of California for the first academic quarter to commence after such election, provided that such a person may not continue to serve as a director if he or she fails to register for study at the Berkeley campus of the University of California for the first academic quarter following his or her election. Summer session students not continuing at or accepted to the University of California at the Berkeley campus are not eligible. One such director shall be elected by the vote of the majority of both classes of the members of the corporation voting thereon with each vote counting equally; two such directors shall be elected by the vote of the majority of the Class A members of the corporation voting thereon with each vote counting equally; and one such director shall be elected by the vote of the majority of Class B members of the corporation voting thereon with each vote counting equally. Three of the directors shall not be members of the corporation or students at the University of California, and such directors shall be elected by the majority of both classes of the members of the corporation voting thereon with each vote counting equally. Each director shall hold office until the election and qualification of his/her successor or until his/her death, resignation or removal.

EIGHTH (B): The names and address of the persons who are to act in the capacity of directors until the selection of their successors are: [Omitted.]

NINTH: There shall be two classes of members of the corporation; Class A members who shall be involved in the work of publishing the newspaper and who shall be elected to membership by the vote of a majority of the Class A members voting thereon, and Class B members who shall be involved in the work of selling advertisements for publication in the newspaper and who shall be elected to membership by the vote of a majority of the Class B members voting thereon. At all times seventy-five percent (75%) of the Class A members and seventy-five (75%) of the Class B members shall be currently registered as students at the Berkeley campus of the University of California, and membership in either class of the corporation shall cease upon either a member's ceasing to work on the staff of The Daily Californian or at the expiration of five years from the date on which said member was admitted to membership, whichever event occurs first.

TENTH: The officers of the corporation shall be a President, Vice President, Secretary and Treasurer, and such subordinate officers, including one or more assistant secretaries and assistant treasurers, as the Board of Directors may designate. Only directors shall be qualified to hold the office of President, Vice President or Secretary and Treasurer, but the Board of Directors may appoint any person, whether or not a director of the corporation, to hold any subordinate office.

Both Class A and Class B members shall be entitled to vote for the President and the votes of the members of each class shall count equally. The Class A members shall elect the Vice President, and the Class B members shall elect the Secretary and Treasurer. Cumulative voting is prohibited. Each officer shall hold office until the election and qualification of such person's successor or until such person's death, resignation or removal.

ELEVENTH: These Articles may be amended as provided by law.

IN WITNESS WHEREOF, the undersigned, being the persons who are to act in the capacity of first directors of this corporation, have hereunto subscribed our names to these Articles of Incorporation this 22 day of July, 1971. [Signatures omitted.]

Conclusion

Throughout this monograph an attempt has been made to open topics for discussion and consideration and to encourage thorough, careful analysis of the student publications program and the unique characteristics of the university or college in framing a publications governing document. If the reader has been able to examine and weigh governance possibilities for student publications, has received guidance from both the discussion and the sample documents, and has realized the need to confer with advisers and other persons on other campuses, both similar and different, the objective of this monograph has been achieved. There is no single way to operate a student publications program and there is no single way to govern publications. Until someone works out a programed approach or a systems approach to building a governing structure and writing a governing document, each institution is vigorously encouraged to develop its own distinctive system based upon the legal and ethical foundations of contemporary student journalism.

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Appendix

Check List for Constructing a Governing Document

1. Assess the needs
   a. Determine problems with the current structure
   b. Identify assumed benefits of a different structure
   c. List goals desired to be achieved by a different structure
   Methods for analysis
      Solicit comments from faculty, administrators and students
      Solicit recommendations from the journalism faculty and others with expertise in publications
      Solicit comment and recommendations from the publications' staffs
2. Appoint a group to write the document
   a. Group analyzes current structure and comments and recommendations made in assessment of needs step above
   b. Group looks to other structures for useful ideas and features of governance
   c. Group makes *tentative* decisions on basic points of governing structure
   d. A draft of the proposed document is put together
   e. Group members comment on the overall draft
   f. Group reviews the draft sentence by sentence
   g. Group adopts finished draft as finally revised
3. Finished draft is submitted for approval
4. Approving authority either (a) approves the draft or (b) meets with the drafting group to voice concerns and suggest revisions in give-and-take with the group
5. Group revises, if necessary; repeatedly, if necessary
6. Approving authority approves document
7. Document and its structure take effect

Typical Elements of Governing Documents

Preamble

Recommended. Can set the tone of the document and express basic premises.

Freedom of the Press Statement

Recommended as useful affirmation. Can be included in Preamble.

Purposes of the Publication(s)

Recommended as useful to both the governing board and persons interested in or affected by the publication(s). Purposes should be specific and clear to be easily understood by anyone who reads the document.

Responsibilities of the Board

Required. Should be detailed. Most frequently included responsibilities are:

1. Selection of the Editor and Business Manager, any other Full-time Employees.
2. Construction and/or approval of the annual budget.
3. Supervision of operation of the publication(s), including financial, advertising and editorial operations.

Relationship of Board to Administration

Required. Statement should specify from where Board receives its authority and how it relates to the University President and Board of Trustees.

Authority of the Editor

Recommended. Should be specific and clear. Most frequently the Editor has complete editorial control of the publication and complete authority and responsibility for the staff. Business Manager may be equal to the Editor in business matters, but frequently Editor is the top authority overall. Editor is responsible for evaluating and continuing or terminating staff members he or she has chosen or hired. Statement should be concise with cumbersome or minute detail placed in Staff Manual.

Relationship of Adviser to Board and to Publication

Required. Statement should specify whether adviser reports to the Board or to an administrator and what relationship

Adviser has to the Board, including whether Adviser is a member of the Board. Also should detail how Adviser relates to the publication and its staff, and whether any staff report to the Adviser or only to the Editor and/or Business Manager. Procedure for complaints against the publication can be included here or in a separate Complaints section.

Board Composition, Size and Method of Selection

Required. These are related and a decision on one item will affect a decision on another. Choices range from a large board with broad representation of lay persons to a small board composed of experts in journalism and student publications.

Composition

Most boards are about 2/3 faculty-administration and 1/3 students, although a large number contain one-half students and one-half faculty-administration. An advantage of the 2/3-1/3 split is that staggered terms of faculty-administration members helps to ensure continuity over the years more than the 1/2-1/2 split that tends to result in more than one-half the board being new each year. Additional student representation may be more important than continuity on a given campus.

Size

Board sizes ranged from eight to fifteen members. Experience on a given campus will suggest how large the board can be and yet function effectively. Smaller boards tend to meet more often, be more active and supervise more efficiently.

Method of Selection

Local campus experience and convention should be used here, with recognition that publications boards are different from typical university committees. A board of experts probably should be self-perpetuating, at least to the extent that the board recommends its successors to the University President or other appointing authority. Students generally should have a voice in who represents them, either through Student Government or direct election. Members can be selected by a combination of means, such as some appointments, some elections and some ex officio.

Board Membership

Required and related to composition, size and method of selection.

Students

Student publications should have representatives of the student body on their boards. A basic decision is the extent of student representation, in Composition above, and whether to include graduate student representation. Only one university participating in this study is known to mandate a graduate student representative on its newspaper publishing board.

Editors

Editors generally are included on the boards of their publications. Some institutions do not permit Editors to vote. A basic decision is whether Editors are full voting members of their boards.

Administrators

Administrators may be board members because (1) they are responsible for administration of the publication(s), (2) they have expertise that can assist the publication(s) or (3) the administration wants representation on the board.

Faculty

Faculty representation usually is assumed to be desirable on all boards and committees. Further, (1) journalism faculty can offer helpful expertise to both the board and the publication, (2) business, finance, accounting and advertising faculty can be similarly helpful and (3) faculty senators or leaders can be helpful in interpreting the publication to the faculty and vice versa.

Alumni and Community

Alumni and/or community representatives may be included if there is sufficient rationale, such as legal, political or other expertise that can benefit the board and the publication. This appears to be the least important type of representation.

Frequency of Meetings

Strongly recommended. A board should meet frequently enough to be effective, and its governing document should specify a minimum number of meetings per month or term. When frequency of meetings is not specified, an ineffective chairman can let the board lapse into inaction and ineffectiveness. Active boards meet every other week. Most other boards meet monthly. Boards that do nothing but select the Editor meet once or twice a year.

Chair

Required. Campus custom or experience may dictate whether the chair is appointed or elected by the Board. Both methods have advantages. An appointed chair is expected to be responsible to the appointing authority and to report to that authority at appropriate times. An elected chair is assumed to have the confidence of the Board and to serve harmoniously with the Board and at the pleasure of the Board. An elected chair is less likely to be perceived by outsiders as a tool or agent of the appointing authority.

Complaints

Recommended. The mechanism for taking complaints to the publication and its board should be specified concisely in the governing document. Usually this statement should be published in each edition of the publication.

Participating Institutions

Austin Peay State University; Clarksville, Tennessee 37040
Ball State University; Muncie, Indiana 47306
Chicago State University; Chicago, Illinois 60628
Citrus College; Azusa, California 91702
The Daily Californian; Berkeley, California 94704
East Carolina University; Greenville, North Carolina 27834
Eastern Illinois University; Charleston, Illinois 61920
Fresno City College; Fresno, California 93741
Houston Baptist University; Houston, Texas 77074
Idaho State University; Pocatello, Idaho 83209
Illinois State University; Normal, Illinois 61761
Indiana State University; Terre Haute, Indiana 47809
University of Kansas; Lawrence, Kansas 66045
University of Kentucky; Lexington, Kentucky 40506
Los Angeles Pierce College; Woodland Hills, California 91371
McPherson College; McPherson, Kansas 67460
University of Massachusetts; Amherst, Massachusetts 01003
Merced College; Merced, California 95340
Methodist College; Fayetteville, North Carolina 28301
Michigan State University; East Lansing, Michigan 48824
Midland Lutheran College; Fremont, Nebraska 68025
Modesto Junior College; Modesto, California 95350
Muscatine College; Muscatine, Iowa 52761
University of Nebraska; Lincoln, Nebraska 68588
Ocean County College; Toms River, New Jersey 08753
Ohio University; Athens, Ohio 45701
University of Oklahoma; Norman, Oklahoma 73019
Oklahoma Baptist University; Shawnee, Oklahoma 74801
Pacific Lutheran University; Tacoma, Washington 98447
Pan American University; Edinburg, Texas 78539
Portland State University; Portland, Oregon 97207
St. Louis Community College at Florissant Valley; St. Louis, Missouri 63135
Sam Houston State University; Huntsville, Texas 77341
University of South Florida; Tampa, Florida 33620
University of Tennessee; Knoxville, Tennessee 37916
University of Texas at Austin; Austin, Texas 78712
Texas Tech University; Lubbock, Texas 79409
Valencia Community College; Orlando, Florida 32802
Vincennes University; Vincennes, Indiana 47591
Wartburg College; Waverly, Iowa 50677
University of Washington; Seattle, Washington 98195
Western Kentucky University; Bowling Green, Kentucky 42101
Western Michigan University; Kalamazoo, Michigan 49008

Index

Administration, role of, 16-17, 42-43
Advertising acceptability policy, 56-57
Adviser, role of, 43-46, 100-101, 107
American Association of Higher Education, 62
American Association of Junior Colleges, 62
American Association of University Professors, 62
American Civil Liberties Union, 25
American College Personnel Association, 62
Applications for editorships, 102
Association of American Colleges, 62
Austin Peay State University, 35; document, 81-84
Authority: delegated, 66, 70, 84, 87; fictitious or illusory, 8-10; over business affairs, 76; over publications, 75-76, 90-92; ultimate, 6-7

Ball State University, 40, 45-46, 48, 52, 56
Beal, Philip E., 89
Boards of student publications, 15-16, 22-38, 59-68, 69-114; chair, 49-51, 66, 74, 82, 85, 92, 96, 98, 113, 120; composition, 34-36, 71-72, 82, 85, 87, 90-91, 98-99, 112-113, 118; employees of, 77-80, 104; executive committee, 74-75; frequency of meetings, 36-37, 67, 71, 82, 96; membership, 25-31, 65-66, 71-73, 82, 85, 87, 90-91, 96, 98-99 112-113, 118-119; membership requirements, 72-73, 90, 96; quorum, 80, 83, 91, 96, 99; responsibilities and authority, 22-25, 70-71, 82, 85-86, 87, 91-92, 96-98, 98, 109; secretary, 74, 82, 92-93, 113; selection of, 33-34, 66, 71-72, 73, 82, 83-84, 85, 87, 90-91, 96, 98-99, 109, 112-113; self-perpetuating, 33; size, 31-33, 66, 71, 82, 85, 90, 96, 98-99, 112-113, 118; terms of office, 73-74, 91, 113; vacancies, 34, 74, 84; vice-chairman, 82
Boards of trustees, 7, 59
Business manager, appointment of, 94-95

California, University of, 111-114
Censorship, prohibition of, 60-62, 64
Ciardi, John, 60
Citrus College, 41
Clift, Sherwin, 81
Community college, 40
Complaints, 22, 23, 85-86, 120
Contract law, 11-12

Daily Californian, document, 111-114
Dean of students, 9, 17, *passim.*
Document, annual review of, 95
Due process, 14, 71, 80

East Carolina University, 34-35, 43, 50
Eastern Illinois University, 50
Editorial board, 100
Editorial supervisors, 79-80
Editors, 28-30; authority and responsibility, 46-48, 100; on boards, 28-30; removal of, 48-49, 67, 84, 86, 102, 110; selection of, 47-48, 77-78, 83, 86, 93-94, 96, 102, 103, 109-110

Eligibility requirements for staff positions, 88, 94-95, 101-103
Ex officio appointments, 31, 69-99 *passim.*
Expert representation, 14, 25, 27-28, *passim.*

First Amendment, 4, 10-12, 48
Funding, control through, 9

Gibbs (Annette), 64-65
Governing, defined, 1-2; bases for, 7-12
Governing document: amendments, 80, 83, 84, 88, 95, 105, 114; Freedom of the press statement, 40-41, 86, 93; preamble, 39-40, 69-70, 81, 84-85; purposes of the publications statement, 41-42, 87, 90, 99-100, 107. *See also* Boards of student publications

Honoraria for editors, business managers, others, 103-104
Human element, 13

Illinois State University, 35
Incorporated publications, 51-52, 110; document 111-114
Independent publications, 6, 8, 51, 110
Indiana State University, 50
Ingelhart (Louis E.), 6, 51, 58-60

Jesuit Education Association, 62
Johnston, William F., 65
Joint Statement on the Rights and Freedoms of Students, 62-64

Kansas, University of, 31, 50; document 86-88
Kentucky, University of, 35
Kopenhaver (Lillian) and Click (J. William), 44-45, 48

Laboratory publications, 4-5, 14-15, 79, 88, 101, 109

McPherson College, 36; document 96-98
Manuals, staff and operations, 54-57, 75
Magazines, 19-20, 82-84, 90-96, 97, 98-106
Massachusetts, University of, 50
Merced College, document, 106-108
Michigan State University, 34
Muscatine Community College, 41

National Association of Student Personnel Administrators, 62
National Association of Women Deans and Counselors, 62
National Catholic Education Association, 62
National Council of College Publications Advisers, 44-45
National Student Association, 62
Newspapers, 17-18, 31, 45-46, 47, 48, 70-80, 82-84, 84-86, 86-88, 90-96, 96-98, 98-106, 111-114

Ohio University, 40, 48, 50; document 84-86
Oklahoma, University of, 32, 40, 50; document 69-80

Pacific Lutheran University, 36, 42, 47, 50; document 89-96
Policy, defined, 2
Procedure, defined, 3; unwritten, 13
Practicum operations, 4-5, 14-15, 88, 101
President of the institution, 14, 16, 17, 33, 34-36, 48, 66, 70, 82, 84, 89, 90, 91, 97, 99, 107, 109, 110
Private institutions, 10-12, 41, 49, 89-106
Public institutions, 10, 69-88, 106-114, *passim.*
Public relations, director of, 9
Publications: auxiliary exterprises, 5-6; independent operations, 6; journalism laboratory or practicum operations, 4-5; student activities, 4; "unofficial," 52-53
Publisher, 10, 18
Purchasing, approval of, 105

Radio station, 98, 100-103, 105
Review committee, 14

Sam Houston State University, 34, 50
Simpson (Michael), 10, 107
South Florida, University of, 50
Standards of performance, 1
Student government, 4, 8, 9
Student Personnel, commission on, 62
Student Press Law Center, 25
Student publications, director of, 44, 78

Technical advisers, 95
Texas, University of, 56-57
Texas Tech University, 35, 50
Tradition as governing structure, 13-14
Trager (Robert), 10
Trager (Robert) and Dickerson (Donna L.), 10-11, 48, 51-52, 108
Tufts University, 60-62

Valencia Community College, 36; document 109-110

Waiving policies, 105
Wartburg College, 36, 50; document 98-106
Washington, University of, 65
Winant, Thomas T., 60

Yearbooks, 18-19, 45-46, 70-80, 82-84, 90-96, 96-98, 98-106